

EIGHTY-THIRD REPORT
PUBLIC ACCOUNTS COMMITTEE
(2008-2009)

(FOURTEENTH LOK SABHA)

CLEANLINESS AND SANITATION ON
INDIAN RAILWAYS

Ministry of Railways (Railway Board)

Presented to Lok Sabha on 20-02-2009

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** Elected *w.e.f.* 17th December, 2008 *vice* Shri Brajesh Pathak ceased to be a Member of Committee consequent upon his election to Rajya Sabha.

*** Prof. Vijay Kumar Malhotra resigned his seat in Lok Sabha *w.e.f.* 18th December, 2008.

INTRODUCTION

I, the Chariman, Public Accounts Committee, as authorised by the Committee, do present this Eighty-third Report relating to "Cleanliness and Sanitation on Indian Railways" on report of the C&AG of India for the year ended 31st March, 2006 (No. 6 of 2007 — Performance Audit), Union Government (Railways).

2. The Report of the C&AG of India for the year ended 31st March, 2006 (No. 6 of 2007), Union Government (Railways) Performance Audit was laid on the Table of the House on 14th May, 2007.

3. The Committee took the evicence of the representatives of the Ministry of Railways (Railway Board) on the subject at their sittings held on 17th January, 2008 and 28th August 2008. The Committee considered and finalised this Report at their sitting held on 30th January, 2009. Minutes of the sittings from Annexures to the Report.

4. For facility of reference and convenience, the Observations and Recommendations of the Committee have been printed in thick type in the body of the Report.

5. The Committee would like to express their thanks to the officers of the Ministry of Railways (Railway Board) for the cooperation extended by them in furnishing information and tendering evidence before the Committee.

6. The Committee place on record their appreciation of the assistance rendered to them in the matter by the Office of the comptroller and Auditor General of India.

7. The Committee also place on record their appreciation for the invaluable assistance rendered to them by the officials of Lok Sabha Secretariat attached with the Committee.

NEW DELHI;
17 February, 2009
28 Magha, 1930 (Saka)

SANTOSH GANGWAR,
Chairman,
Public Accounts Committee.

REPORT

"CLEANLINESS AND SANITATION ON INDIAN RAILWAYS"

PART I

I. INTRODUCTORY

Railways are the most preferred mode of transport for the masses in India, running more than 9,000 trains, reaching 8,000 stations and handling approximately 1.4 crore passengers per day. One of the commitments of the Railways in its '*Citizen's Charter on Passenger Services*' is to provide safe and dependable train services to the passengers and ensure adequate passenger amenities in transit and at railway stations, which includes provision of clean and hygienic surroundings both at railway stations and in trains. The Charter also lays down Railways' commitment towards setting up a responsive and effective grievance redressal machinery for time bound resolution of complaints and grievances of the passengers. Railway Board had also constituted a working Group to work out constructive suggestions for cleanliness at stations and on trains. The Group suggested (September, 2002) an action plan for development of infrastructure, tools, delegation of powers and budget allocation, public-private participation, education of users, modification in coaches, amendments in rules and improving staff motivation. 'Operation cleanliness' was launched on 15th August 2002 and a Task Force was constituted to address the issue of assessment of cleanliness gadgets and manpower. Audit has conducted a view of the steps taken by the Railways and have brought out their findings on the implementations of the policy measures in the various Zones.

2. As regards the organizational structure, a number of directorates in Railway Board are responsible for dealing with the issue of cleanliness in the Railways. While Mechanical and Engineering directorates are responsible for maintenance and cleanliness of coaches in service, the Health directorate is responsible for cleanliness of a few railway stations through Chief Health Inspectors (CHI). However, the overall cleanliness at railway stations is the responsibility of Chief Commercial Managers in zonal railway Headquarters and Divisional Railway Managers in Divisions, under the overall direction of the Commercial directorate.

3. Keeping in view the topicality of the subject the Committee deemed it fit to probe this subject with urgency and profundity. Also keeping in view the magnitude and scale operations of Railways, the Committee in the light of Audit findings and evidence tendered before them examined this subject. The Committee in this connection also took the initiative to call for suggestions from interested public and Organizations by way of Memoranda on the subject of '**Cleanliness and Sanitation in Indian Railways**'. A gist of the issues chalked out by the Committee for giving suitable recommendations have been brought out in Chapter II of this Report.

4. Railways as an organization have rendered valuable service by catering to transportation needs of millions of passengers in India. Keeping the track record of the Indian Railways in mind, it is all the more important that Railways polish their image and manifest a cleaner and more sleek picture to the world at large without compromising with their basic function and assigned role.

II. AUDIT REVIEW

5. The review on Cleanliness and Sanitation on Indian Railways was carried out with a view to assess whether:—

- the plans and policies framed to maintain cleanliness and management of waste generated in railway stations and in trains were adequate;
- the cleanliness and sanitation measures undertaken by Indian Railways at railway stations were adequate and effective;
- cleanliness and sanitation measures undertaken by Indian Railways in trains were adequate and effective; and
- the feedback mechanism was adequate and useful in improving the system.

III. GIST OF AUDIT FINDINGS

6. The Audit has noticed the following deficiencies in the cleanliness and sanitation activities of the Indian Railways:—

- Multiple departments were involved in cleanliness activities leading to lack of coordination among them and rendering the cleanliness efforts ineffective. As such, accountability did not go with responsibility;
- passenger amenities such as toilets and urinals, drinking water, seating arrangements and waiting halls were not commensurate with the quantum of passengers using them and were poorly maintained. This was further complicated by the failure to prevent unauthorised persons from entering station premises;
- inadequate training compounded with a high incidence of absenteeism among safaiwalas in stations maintained departmentally, resulted in deficient performance;
- inadequate mechanism to monitor the work of contractors for outsourced cleanliness activities including pest control and bed linen washing contracts led to compromise in quality of work done;
- the cleaning of coaches in coaching yards and EMU car sheds was found ineffective as the infrastructure and resources were inadequate and the quality of supervision was deficient. Infrastructure in trains namely, dustbins and toilets, were also inadequate;
- railways neither had any mechanism to assess or control the level of expenditure on maintenance of cleanliness in stations and in trains nor a

policy on waste management. Large quantities of garbage were found lying in station premises due to inadequate infrastructure, deficient waste collection and disposal mechanism;

- inadequate provision of water supply, washable aprons, drains and sewerage system and ineffective utilisation of machines were major handicaps in providing a clean and hygienic environment in the railway premises;
- the clean Train Station scheme introduced for en route cleaning of trains was largely ineffective due to a number of deficiencies in its implementation;
- measures adopted to create user awareness of utilising existing amenities at stations and in trains were inadequate. User abuse of facilities was not monitored effectively. Further, user perception was not being harnessed to bring about improvements in the system; and
- railways had neither developed any standards as benchmarks nor formulated any norms at Zonal level for ensuring cleanliness and sanitation in railway stations, trains and tracks.

7. This Report is based on Chapter II of C&AG's Report No. 6 of 2007 (Performance Audit), Union Government (Railways) relating to "**Cleanliness and Sanitation on Indian Railways**" for the year ended March 2006. The Committee have dealt within the succeeding paragraphs, the Audit findings and observations as well as other relevant issues and the position explained thereon by the Ministry of Railways by way of oral and written evidence.

IV. PLANS AND POLICIES

8. Audit scrutiny revealed inadequacy of standards, action plan and norms on cleanliness, absence of a unified department responsible for cleanliness and involvement of multiple departments, insufficient expenditure on cleanliness and inadequacy of policy on waste management.

9. On being asked as to whether Railways have prepared any roadmap for comprehensively addressing the issue of maintenance of cleanliness and sanitation in railway premises, the Ministry in a note stated as under:—

"The year 2007-08 is being observed as Cleanliness Year. An action plan has been devised and the zonal railways have been instructed to implement the same so as to make visible improvement in the standard of cleanliness at Railway stations to mark the cleanliness year. Some of the basic features of the action plan are as under:

(A) Cleanliness and Sanitation at Stations:

I. Development of infrastructure

- (a) Washable aprons to be provided with high pressure jets
- (b) Waste disposal system
- (c) Effluent treatment plant at major stations
- (d) Provision of adequate number of dustbins

- (e) Sewer lines/septic tanks be rehabilitated by modern technology
 - (f) Building of more toilets under the 'Pay & Use' toilet scheme.
- II. Development of tools & Plants and Equipments
 - (a) More and more modern tools, plants and equipments to be used
 - (b) Scrubber and flipper for platform surfaces and circulating areas
 - (c) Vacuum operated sweeping machines to be used at large stations.
 - III. Mechanised cleaning process through specialized agencies at all A-I, A & B category stations
 - IV. Awarding of contracts
 - (a) Rag picking contract
 - (b) Garbage disposal contract
 - (c) One time cleaning contract
 - (d) Pest control contract
 - V. Cleaning and maintaining of toilets by private parties
 - VI. Delegation of powers to DRMs for purchase of all tools and plants, awarding pest control contracts, one time cleaning contract and specialized contracts involving large component of mechanized cleaning.
 - VII. Fixation of responsibilities—Station Superintendent/Station manager will be responsible for cleanliness and the supervisors of all A1 and A category stations shall be under the administrative control of station Manager/Station Superintendent.
 - VIII. Launching of campaigns to educate the users about social hygiene.
 - IX. Launching of inter division cleanliness competition scheme
 - X. Launching of special cleanliness drives
10. Based on the above guidelines zonal railways depending on the category of stations, habits and number of the passengers and other factors have made out comprehensive plans for ensuring satisfactory level of cleanliness at the stations on their system.

(B) Cleanliness and Sanitation at Hospitals/Health Units:

Besides the maintenance of cleanliness and sanitation in the hospital premises, the medical department also takes care of the biomedical waste management. The cleanliness and sanitation is done by the regular Safai Karamcharis of the Railways under the supervision of the Health Inspectors and designated Medical Officers. Measures to fill up the vacancies of Safaiwalas and Health Inspectors are being done by creation of posts for Health Inspectors (His), through Railway Recruitment Board and on contract system. Plans for mechanization of hospital cleaning is also being proposed.

(C) Cleanliness and Sanitation in Railway Colonies:

Sanitation and Cleanliness of railway colonies is done by safai Karamcharis supervised by Health Inspectors and designated Medical Officer of the Division. Sanitation of certain colonies are also being done on contract system as there is shortage of sanitary staff.

(D) Cleanliness and Sanitation in Trains and depots:

Rake cleaning in the depots is done during maintenance and cleaning of depot premises by going in for mechanized cleaning arrangements.

11. Contesting the Audit observation regarding inadequacy of standards, action plan and norms on cleanliness, member, traffic Railway Board during the course of evidence informed the Committee as under:—

"One of the issues that has been raised from time to time is regarding there being a lack of policy on the part of the Railways to tackle this problem of cleanliness. I do not think that it is true because a considerable amount of time and effort is devoted both at the Railway Board level in framing policy and at the level of the General Managers and Divisional Railway Managers in actually insuring that the stations are kept clean. I think we have to view the problem in terms of the sheer numbers that we are dealing with, and our passenger traffic on Indian Railways is growing today at the rate of 6-7 per cent. Of this, 3.5 per cent is in the case of suburban traffic and the growth is nine per cent in the case of long distance Main Express and other traffic. In certain parts of India, particularly in the Southern States and in Eastern India, the growth rate of passenger volumes during the current year has reached 14 per cent as compared to the comparable period last year. So, it is a challenge really for the Railways."

12. According to Audit a Task Force was constituted to address the issues of assessment of cleanliness gadgets and manpower. In this connection, the Committee desired to know about the recommendations made by the aforesaid Task Force. The Ministry while elaborating on the matter responded as under:—

"On 15th August, 2002, Hon'ble Prime Minister announced launching of 'Operation Cleanliness' on Railways. A Task force was constituted following which a working Group was set up to identify the problem areas and suggest remedial measures. The important recommendations of the Task Force both for stations and for trains are as under:—

1. Development of infrastructure
 - (a) Repair/cleaning of internal drains by modern technology;
 - (b) Pathways for movement of grabage trolleys/fork-lifts;
 - (c) Re-design of toilets in coaches;
 - (d) Mechanisation of washing in depots; and
 - (e) Washable aprons with build in high pressure jets.

2. Development of Tools and Plants and Equipments

- (a) Scrubber and flipper for platform surfaces and circulating area;
 - (b) High pressure jets for cleaning of toilets on the trains and washable aprons;
 - (c) Soft chokage and hard chokage cleaning machines for cleaning of drainage;
 - (d) Closed container/trolleys and dustbins of appropriate design and size for keeping garbage;
 - (e) Vacuum operated sweeping machines to be used at large stations for sweeping and scrubbing;
 - (f) For cleaning of the toilets at intermediate stations, better and sleek design machines; and
 - (g) Rail cleaning machines (mounted on rails).
3. Floating of contracts of mechanized cleaning.
 4. Pay & Use toilets.
 5. Delegation of powers to DRMs for all items relating to sanitation.
 6. Aggressive campaign for educating the users.
 7. Improving the motivation of safaiwalas and strengthening the supervision of safaiwalas.
 8. Launching drives against persons making premises dirty.

13. In pursuance, Board made an Action Plan both for stations and for trains and circulated to all Zonal Railways for preparing Railway wise Action Plans. The following guidelines were also issued to all Zonal Railways:—

- (a) Delegation of powers to all DRMs for mechanized cleaning, pest control etc.;
- (b) Deployment of contract labour for cleaning activities at stations;
- (c) Invoking of penal provision of the Railway Act to prevent dirtying of the station premises;
- (d) Mechanised cleaning contracts for undertaking cleaning of trains;
- (e) Redesign of the toilets of coaches for providing modular toilets and controlled discharge toilets;
- (f) Publicity and education of users; and
- (g) Mechanised cleaning of drains.

The Zonal Railways have progressed broadly along the above mentioned guidelines issued by Board. Additional General Managers on each Zonal Railway have been designated as the nodal officers for co-ordinating and monitoring all the aspects of operation cleanliness."

14. Further, explaining the steps taken on their part in the pursuance of this matter, the Ministry *inter-alia* informed as under:—

“Moreover, the year 2007-08 is being observed as Cleanliness Year. An action plan has been issued to Zonal Railways so as to make visible improvement in the standard of cleanliness at railway stations to mark the cleanliness year. Recently a meeting of AGMs/SDGMs of Zonal Railways was held wherein the issues regarding provision of mechanized cleaning at all A & B category stations, provision of Health Inspectors (round the clock at A-1 category stations, one or more Health Inspectors at A category stations and one Health Inspector at B category stations), administrative control of the station Superintendent/Station Manager over the Inspectors/ Supervisors of all departments, provision of cash imprest to Station Superintendent/Station Managers for cleaning approach to stations and activation of SIG Group at A and B category stations. Earlier guidelines have also been issued in this regard.”

V. INADEQUACY OF STANDARDS, ACTION PLAN AND NORMS ON CLEANLINESS

15. Audit highlighted that the Railways were yet to adopt any standards or performance indicators (i.e. the expected quality of the outcome) for any cleanliness related activity carried out in stations and in trains against which the actual performance could be judged. Standards for supervision were also not prescribed for any cleanliness related activity on stations and in trains. In this connection the Audit *inter-alia* observed that Cleanliness was largely viewed as a secondary activity, subservient to other activities such as maintenance, as was done in the coaching yards, where while certifying a train as fit for next journey, the certificate provided was limited to maintenance of coaches and the cleanliness activities carried out were not certified.

16. When asked about any norms/guidelines that have been laid down for the hawkers, tea vendors and waiters at railway stations premises/in trains for maintaining cleanliness/hygiene in respect of selling eatables, the Ministry replied hereunder:

"Detailed guidelines for disposal of garbage were circulated to all Zonal Railways *vide* Board's letter No. 97/TG.III/613/1 Pt. date 22.6.1999 which stipulates the following:—

- (i) in all pantry cars, big size plastic dustbin should be placed at a convenient location;
- (ii) railway should arrange provision of big size plastic bag and place the same in dustbin. In case of licensee operated services, this will be supplied by the licensees;
- (iii) all waste material arising out of preparation of food, if any, in pantry car should be collected in the dustbin;
- (iv) all bearers/waiters will collect the waste material like empty casserole containers, mineral water bottles/pouches, glasses, cutlery, napkins etc.

from the respective coaches after making service to the customers and will collect the wastes in the same container. They should under no circumstances throw any material either in the vestibules or in the coaches. They should also not throw waste material from the running trains;

- (v) the waste material so collected in the plastic bag should be secured properly. The bag should be unloaded at every crew changing point where station Safaiwala will be available for collecting of the same;
- (vi) in case Safaiwala is not available near the pantry car during the half of the train at a particular station, pantry car staff will unload the bag and dump it in the dustbins provided on the platform;
- (vii) the station Safaiwala will collect these bags along with other garbage of the station and will dispose them off in the dustbins provided outside the station from where it would be cleared either by railway conservancy staff or the municipal corporation staff as the case may be; and
- (viii) it would be the responsibility of the catering Inspector in-charge in case of departmental units and the licencees in case of private operated units that adequate quantity of plastic bags are available all the time with the pantry car staff.

The above instruction has also been reiterated to Indian Railway Catering and Tourism Corporation Limited (IRCTC) vide Board's letter. No. 2007/TG.III/613/3 Garbage dated 14.09.2007 to issue necessary instructions to IRCTC staff as well as the licensees to follow the above guideline scrupulously. IRCTC have been advised that panal action for non-compliance of the guidelines may be contemplated."

VI. SANITATION AND AMENITY UPGRADATION IN RAILWAY STATIONS

17. The Committee very strongly feel that tangible and visible changes in the maintenance of cleanliness and sanitation of platform, trains, tracks, pantry cars, in and around the Railway stations must be brought about in order to enhance the functionality and professionalism that is expected of a big organization like Railways. Responding to a specific query in this regard, the Ministry elucidated their position as under:

"Tangible change in aspects of cleanliness in short term can be effected only by managerial processes of collection and disposal of garbage/ sweeping and through regular cleaning of the area. However, for the long term, following action for fixed infrastructure is also planned (i) For making platform surface more amenable to mechanical cleaning, use of materials providing smoother surface finish, is planned. In this regard, instructions for use of Kota stone flooring in concourses and main platform at important stations handling large volume of traffic already exist. For other platforms, platform surface are planned to be improved by use of materials like vacuum dewatered concrete surface, etc.; (ii) For keeping the tracks in station area

clean, washable aprons are planned to be provided in phases at all A-1, A & B category stations where trains originate/terminate or have halt/stoppage in the morning hours; and (iii) Works of improvement/development in and around Railway stations, i.e. in circulating areas of important stations are undertaken every year under various schemes like Model stations and Modern stations. This helps in maintenance of the station area neat and clean.

More intensive supervision of cleanliness and sanitation by creation of additional posts of Health and Malaria Inspectors, increasing mechanization in cleaning and sanitation activities, increase cycles of cleanliness, intensive public campaign by involvement of SJAB, Scouts and Guides, other voluntary organizations to increase awareness, joint inspections etc. are few of the activities through which time bound tangible changes in maintenance of cleanliness and sanitation are planned to be brought about.

With specific reference to cleanliness and sanitation in train, Indian Railways have initiated the following measures and Zonal Railways have been directed to adopt the following schemes in the current year itself."

(i) Intensive Mechanized cleaning of rakes in the coaching depots

Comprehensive guidelines have been issued to the Railways to go in for mechanized Cleaning of coaching rakes during maintenance in the depots through outsourcing by professional agencies in the field.

(ii) Automatic Coach Wash Plants

Automatic coach wash plants are being installed at nominated coaching depots for efficient and faster coach exterior cleaning.

(iii) Clean Train Station Scheme

In order to bring about a quantum jump in enroute cleaning of trains a 'Clean Train Station' scheme has been in vogue under which mechanized cleaning attention is provided to nominated trains during their schedule stoppage at such stations. 25 such clean trains stations exist & 6 more shall be commissioned shortly.

(iv) On Board Housekeeping Service (OBHS)

A comprehensive 'On Board House Keeping Service' scheme has recently been launched by the Railways. Adequately trained staff provided by a professional agency shall escort prestigious Mail/Express Trains and carry out frequent. On Board Cleaning Coach Toilets in compartment using efficient tools/implements and also collect wastage/garbage in waste bags. The waste so collected shall be disposed off at nominated enroute stations.

(v) Pest and Rodent Control

Instructions have been reiterated to all Zonal Railways to ensure effective Pest & Rodent Control mechanism in Trains through professional agencies.

Directives have also been issued to Railways to launch special drives & depute officials for incognito checks in trains. Four major Railways have also been advised to go in for contracts through limited tenders restricted to four leading firms in the field of pest and rodent control.....”

18. On being inquired as to whether the available passenger amenities were commensurate with the ever-increasing passenger traffic, the Ministry informed as under:—

“Passenger amenities at stations are provided as per stipulated norms based on the category of railway stations and volume of passenger traffic handled.

Recently, all Zonal Railways have confirmed that passenger amenities as per norms have been provided at all railway stations except at one station on Western Railway. Deficiency in passenger amenities at this station is being made good by Mumbai Rail Vikas Corporation (MRVC).

Augmentation of the passenger amenities to handle increasing passenger traffic is a continuous process and works are taken up for the provision of additional passenger amenities at station for handling increased traffic as and when required.”

VII. MULTIPLICITY OF DEPARTMENTS INVOLVED IN MAINTAINING CLEANLINESS

19. The Audit pointed out that the responsibility of maintenance of cleanliness on railway premises rested with a number of departments *viz.* Commercial, Medical, Engineering, Mechanical, Electrical etc. While the Engineering department looked after the construction, repair and maintenance of civil engineering works, the cleaning of station premises and coaching yards rested with Medical, Commercial and Mechanical departments. Of the 298 stations (A, B and C categories) selected for review in audit, Medical department was responsible for maintenance of cleanliness on 128 railway stations and Commercial/Operating department was responsible for maintenance of cleanliness on 160 railway stations. Six stations were jointly maintained by the Commercial and Medical departments while four stations were maintained by the Engineering department. Thus, there was no rationale behind some of the stations being looked after by Medical and some by Commercial departments and the responsibilities were vested with these departments historically.

20. The Audit observed that owing to a wide spectrum of responsibilities assigned to functionaries like Chief Health Inspector/Health Inspector (CHI/HI), Station Masters/Managers etc. Cleanliness was a very low priority area.

21. The Committee desired to know from the Ministry their view on this audit observation and the Ministry while contesting this Audit observation stated as under:—

"Cleanliness and Sanitation on Indian Railways is being given due importance and is not secondary to any other activity. All efforts are being made to achieve the objective laid down in the Citizen's Charter with respect to cleanliness."

22. Audit have very emphatically brought out the lack in clarity of approach and focus with regard to cleanliness in Indian Railways and they have observed that due to absence of standards, cleanliness initiatives were carried out without accountability and the Railways had no mechanism to assess the effectiveness of the various measures. Absence of a comprehensive action plan at the apex level led to efforts towards cleanliness remaining as isolated efforts, with sporadic instructions being issued from time to time without being cohesive. Thus, the planning itself was deficient and resulted in poor cleanliness and sanitation on the Railways.

23. As regards the organizational map of different departments of Indian Railways concerned with maintaining and monitoring cleanliness and sanitation activities as well as its centralized monitoring, the Ministry furnished the following information:—

Zonal Level

Additional General Manager (Nodal officer)

Chief Commercial Manager (CCM)	Chief Mechanical Engineer (CME) Chief Rolling Stock Engineer (Coaching)	Chief Medical Director (CMD)
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Divisional Level

Additional Divisional Railway Manager (Nodal officer)

Senior Divisional Commercial Manager	Senior Divisional Mechanical Engineer (Sr. DCM) Carriage & Workshop (Sr. CME C & W)	Chief Medical Supdt. (CMS)
Divisional Commercial Manager (DCM)	Assistant Mechanical Engineer Carriage & Workshop (AME C&W)	Senior Divisional Medical Officer (Sr. DMO)
Assistant Commercial Manager (ACM)	Chief Depot Officer	Assistant Health Officer (AHO)
	Senior Section Engineer Carriage & Workshop (SSE C&W) Junior Engineer Carriage & Workshop (JE C&W)	Chief Health Inspector (CHI)

Station Level

Station Manager/Station Supdt.		
Commercial Inspectors		Health Inspectors
Safai Muccaddam	Safai Muccaddam	Jamadaar
Safaiwala	Safaiwala	Conservancy Safaiwala

24. Audit highlighted that at the lowest level, cleanliness activities were carried out by safaiwalas. However, there was no unified cadre of safaiwalas and the various departments controlled their respective cadres of safaiwalas. Even at the Railway Board level, different directorates were responsible for different areas of cleanliness related activities and schemes. This would affect policy making and development of a comprehensive action plan at the apex level including budgetary considerations.

25. The Committee taking a serious view of Audit's observation regarding heavy absenteeism, poor work ethics and lack of motivation among the Safaiwalas, desired to know about steps taken to upgrade the morale of these Safaiwalas as these form a very work force at the lowest level. The Ministry in a note explained their view as under:—

“Heavy absenteeism poor, work ethics and lack of motivation among the safaiwalas is due to multiple factors viz. lack of promotional avenues, low self esteem, lack of variety in work environment, repetitiveness of job, shift duties, etc. Following steps have been taken to upgrade the morale of these safaiwalas:

Counseling by supervisors on the job, development of training module and periodic training provision, awards and incentives for outstanding performers, improvement in work environment by increasing mechanized cleaning, better implements and equipments viz. floor scrubber and dryers, floor washing and scrubbing machines, high pressure jet cleaner, wet and dry mops, vacuum cleaners, manual sweeping machines etc.”

26. While submitting their case before the Committee on this subject member traffic Railways admitted as follows:

“We have found our existing infrastructure of the Safaiwallas at the stations and on trains a little weak, we have strengthened that, in addition to whatever we had.”

27. The Railways while contesting the Audit observation stated that instructions had been issued in 2001 regarding the administrative arrangements. They also stated that exclusive Health Inspectors were to be provided at important stations under the administrative control of the Station Manager and that service improvement groups had been formed for ensuring upkeep of passenger amenities. However, these efforts were not adequate as even five years after the issue of these orders, coordination problems continue.

28. While responding to a specific question regarding the available mechanism or system for centralized monitoring of cleanliness and sanitation at prescribed standards

at railway stations, on trains and in coaching yards, the Ministry in a written note stated as under:

“The subject of cleanliness is reviewed by the ADRM at the divisional level and AGM at Headquarters level periodically. The system is functioning at both the levels. The issue of cleanliness is dealt by the Railways at Zonal/ Divisional level. Security Personnel of Division/Zone are also associated at proper levels.”

29. The Committee desired to know about the initiatives taken recently by ADRMs/ AGMs for maintaining cleanliness and sanitation at the stations and in trains and also the mechanism put in place for the issues such as:

- (i) periodical inspection of all major railway stations and prestigious trains;
- (ii) periodical review of improvement in passenger amenities regarding cleanliness and sanitation; and
- (iii) coordinate multiple departments involved in cleanliness and sanitation activities.

30. The Ministry in this regard informed as under:—

“Additional General Manager at Zonal level, Additional Divisional Railway Manager at Divisional level and Station Manager/Station Supdt. at station level are the nodal officers/supervisors who coordinate with various departments responsible for sanitation and cleanliness.

Frequent cleanliness review meetings at Zonal level are conducted by Additional General Manager where all Divisional Railway Managers and concerned Head of Departments are required to participate. The deficiencies and failures are discussed and the remedial measures are formulated. Cleanliness audit inspection conducted in the previous months is reviewed and the shortfalls highlighted in the report are taken into account for remedial action.

Additional Divisional Railway Managers nominate stations for periodic inspection by different branch officers along with supervisors of all departments and take corretive action. Targets are fixed for inspection of Divisional officers and check list has been supplied for items related to cleanliness and also on trains.

Service Improvement Groups (SIG) exist at various levels *viz.* Zonal, Divisional and station, which conduct periodical review of improvement in passenger amenities including cleanliness and sanitation at different categories of stations.”

31. Keeping in view the importance and urgent need for maintaining cleanliness and sanitation, and in order to establish a unified command amongst various functionaries, the Committee specifically desired to know from the ministry whether it is not necessary to create a post of full time Members in the Railway Board for

exclusively looking after the work relating to cleanliness and sanitation. The Ministry, in this connection offered their view as under:—

"Cleanliness and sanitation in railway premises and trains is a subject which pertains to four major departments, *viz.* Commercial, Mechanical Engineering, Medical and Civil Engineering. All the four departments are equally responsible for maintaining cleanliness in the railway premises/trains in their respective field in close coordination. It may also be stated that the responsibility of cleanliness has been appropriately distributed among Board Members and they are looking after their respective areas of cleanliness with utmost focus and control over the department under them. Moreover, with the creation of a new post of Member exclusively for cleanliness and sanitation, there shall be overlapping/duplication of functions with the other Board Members which itself will defeat the very purpose for which the post is created. It is therefore, not considered desirable to have a post of full time Member in Railway Board for cleanliness and sanitation."

32. The Committee wanted the Ministry to further apprise them regarding their view on the creation of a Nodal agency that acts as a coordination and facilitation authority with plenary powers to intervene and instruct all the four concerned departments of Railways for achieving sanitation targets. The Ministry while presenting their view on the matter responded as under:—

"Taking into consideration the vastness of the area of cleanliness activities, the work has been properly distributed among the different directorates at the Board's level and departments at the Zonal level to ensure proper focus on their respective areas. This will also help the different Directorates/ Departments to carry out the activity of cleanliness of their respective fields more effectively. This will also be helpful in rendering each Directorate accountable for the cleanliness of their assigned area. While being responsible and accountable to their assigned areas, these Directorates work in close coordination with each other. As such, the need of a nodal agency is not considered desirable.

Routine checks and occasional cleanliness drives are also conducted for strengthening the cleanliness machinery and also for identifying shortcomings, if any, which are appropriately addressed to."

VIII. INSUFFICIENT EXPENDITURE ON CLEANLINESS

33. Audit review has revealed that The Working Group on cleanliness suggested creation of a separate minor head under Operating Expenses—Traffic to book all the expenses of operating nature for cleanliness and housekeeping of stations, platforms, concourses and other areas. However, the expenditure on various cleanliness activities was booked to different accounting heads depending upon the department undertaking the activity. The review further highlighted that the Railways did not have a mechanism to either assess the extent of expenditure incurred on cleanliness or to monitor this activity. As a result, budgetary provisions were also not coordinated and there was no overall financial plan to tackle cleanliness related issues.

34. In their background note, the Ministry have stated that in order to mark the year 2007-08 as cleanliness year, guidelines have been issued to all Zonal Railways so as to make visible improvement in the standard of cleanliness. In this connection the Committee enquired as to what is the total fund earmarked/allotted, zone-wise for observing 2007-08 as "Cleanliness year" *vis-a-vis* amount of expenditure incurred there against. The Ministry responded as under:—

"No separate fund has been earmarked/allotted for observing 2007-08 as 'cleanliness year'. The expenditure has to be incurred from out of the allotment given in the existing budgetary heads to the Railways. The expenditure on maintaining and monitoring cleanliness and sanitation on Indian Railways is normally booked under the following revenue demands, *viz.*,

Demand No. 4	— Subhead 520	— Sanitation (on arrangement for — sanitations <i>i.e.</i> drains, sewers, sewage installations, etc.)
Demand No. 8	— Subhead 530	— Other Operating expenses
Demand No. 9	— Subhead 290	— Other expenses including station sanitation (sanitary staff, sanitary stores, etc.)
Demand No. 11	— Subhead 310	— Sanitation in Railway Colonies
	Subhead 560	— Water Supply Sanitation (Residential & Welfare buildings) (civil & electrical engg.).

Apart from above, expenditure of capital nature is also incurred for affecting improvement in the state of cleanliness.

zone-wise allotments made under the revenue and capital heads in 2007-08 are enclosed.

The actual expenditure incurred on above account will be available only after the close of the financial year."

IX. INSUFFICIENT AMOUNT SPENT ON 'PASSENGER AMENITIES'

35. Audit has highlighted that the infrastructure such as station buildings, platforms, foot over bridges, booking offices, washable aprons, drains water supply, waiting hall/shed, seating arrangement etc., which impact the cleanliness levels is booked to plan head 'Passenger Amenities'. Even under this Plan head, the Railways spent Rs. 256.24 crore during 2005-06, equivalent to only 1.5 per cent of the total capital expenditure incurred and 1.69 per cent of the earnings from passenger services. Thus, the Railways had spent a very small amount for providing infrastructure and amenities to the passengers on railway stations. This resulted in inadequate

infrastructure, amenities and resources which had an adverse impact on the cleanliness and sanitation levels of railway premises. In addition, no separate imprest was provided with Station managers for purchase of cleaning items. Wherever required, these had to be purchased from the regular imprest meant *inter alia* for a variety of miscellaneous expenditure not necessarily related to cleanliness.

36. As regards any resource crunch for maintaining and monitoring cleanliness and sanitation on Indian Railways the ministry categorically responded as under:—

"No, There is no resource crunch as far as the requirement for maintaining and monitoring cleanliness and sanitation on Indian Railways is concerned."

37. While informing the Committee about the financial measures taken by the Ministry towards the cause of cleanliness and sanitation, Chairman Railway Board informed as under:—

"We have decentralized even the financial powers to the DRMs. Earlier, the DRMs had no power to sanction the work, but, now a DRM can sanction a work up to Rs. 30 Lakh; and the GM can sanction a work up to Rs. 50 lakh for a particular station on passenger amenities."

38. The Committee further enquired about the investible profit available with Indian Railway for the current fiscal year and what percentage of this profit has been allocated for Sanitation and Cleanliness on Indian Railways. The Ministry explaining their position on the matter informed as under:—

"Railway is likely to generate Rs. 19,992 crore of investible surplus in BE 2008-09. This, however, may vary due to the impact of implementation of recommendations of the VI CPC. This surplus is utilized for replacement of assets on age come condition basis to ensure safe travel and for meeting investment expenditure on the Rail network. The investible surplus available after meeting working expenses and appropriation to various funds etc. is utilised for financing plan activities. The investment is made on various plan heads under Demand No. 16 — Assets-acquisition, Construction & Replacement. The plan heads cater to major activities like Construction of New Lines, Gauge Conversion, Doubling, Traffic Facilities, Bridge Works, Workshops, Staff Quarters, Amenities for Staff, Passenger Amenities etc. Works relating to sanitation and cleanliness are provided for as part of various projects under many of these planheads, *e.g.* for construction of staff quarters there are provisions for construction of drains, toilets, improved flooring, water supply, roads etc. Similarly under passenger amenities, individual projects include provision for better flooring for platforms, drains and water supply at stations etc. The accounting procedures in vogue provide for budgetary allocations and booking of accounts on the planheads. The accounts of expenditure on specific items of sanitation and cleanliness, which form part of the projects under various planheads, are not amendable for separation. Therefore, it may not be possible to work out the percentage of surplus being allocated specifically for sanitation and cleanliness. In addition Railways will also be spending about Rs. 947 crore

in 2008-09 (BE) on maintaining 'Sanitation and Cleanliness' related activities from the Ordinary Working Expenses (OWE) of the Railways. Apart from above, the Railways have also undertaken works worth Rs. 2,606 crore for creating further facilities enabling higher level of cleanliness, on which about Rs. 20 crore will be spent during the current year. Though the amount likely to be spent on creating additional cleanliness related facilities is very nominal in the current year *i.e.* 0.1% of the investible surplus, the same will increase substantially in the coming years considering the cost of the projects undertaken."

X. POLICY ON WASTE MANAGEMENT

39. Audit Review of selected stations over all zonal railways revealed that Railways did not have any mechanism to realistically assess the quantum of garbage generated at any of these stations.

40. It was observed that garbage disposal was far below the garbage generated in most of the important stations as shown in the following table:—

Name of the station	Zonal Railway	No. of passengers per day	Estimated quantity of garbage generated per day @ 64 gms per passenger (Metric tonnes)	Quatum of garbage disposed per day (Metric tonnes)	Difference (col. 4-5) (metric tonnes)
1	2	3	4	5	6
New Delhi	NR	390000	24.96	15.00	9.96
Delhi	NR	320525	20.51	10.00	10.51
Mumbai CST	CR	310415	19.87	0.50	19.37
Ahmedabad	WR	69755	4.46	0.35	4.11

41. Consequently, large quantities of garbage were either not reaching the vats or were strewn all over the place in the surrounding areas and around the vats at any given point in time creating an unhygienic atmosphere within the station premises. Large quantities of garbage were removed sporadically once in a while. Moreover, in the absence of any assessment of quantum of garbage generated, the infrastructure provided for garbage collection and arrangements made for garbage disposal in railway stations were *ad hoc* and inadequate.

42. As per the Municipal solid Wastes (Management and Handling) Rules 2000, solid waste generated should be segregated into biodegradable and non-biodegradable by providing separate bins for garbage collection. With increasing use of various kinds of packaging material for food items including plastic, segregation becomes all the more imporant. Thus, it is necessary that the terms and conditions of the catering contracts bind the contractors to adhere to these laws failing which penalty would need to be levied. Audit review of the standard conditions of contracts of Indian Railways Catering and Tourism Corporation (IRCTC) revealed

that there were no provisions regarding either proper disposal or segregation of waste before its disposal. Further, no penalty was prescribed for improper disposal of waste. Inspection of railway stations over various zonal railways also revealed that except in Gwalior and Jhansi, there was no mechanism to segregate biodegradable and non-biodegradable waste in any railway station, including at the four metropolitan cities *i.e.* New Delhi, Kolkata, Mumbai and Chennai. All kinds of garbage recyclable and non-recyclable were collected in the same bins, in violation of extant rules.

43. On being enquired as to whether the Railways have any policy on waste management the Ministry categorically replied as under:—

“At present there is no policy on waste management.”

44. The Committee specifically asked as to why it did not occur to the Ministry to have a comprehensive policy on Waste Management till Audit had pointed out given the fact that Railway generates tonnes of garbage every day. The Ministry explained their case as under:—

“There is no comprehensive policy on Waste Management on Indian Railways. However, there is a well defined system for collection of garbage at centralized locations at stations and its final disposal to nominated municipal bins/landfill areas in coordination with the local municipal bodies. In order to achieve better results integrated system of management of wastes is being adopted through the following methods:—

- (a) Development of proper infrastructure
- (b) provision of additional dustbins and large sized polythene bags in garbage bins
- (c) Provision of incinerators at important stations
- (d) Regular removal of garbage
- (e) Effluent treatment plants for recycling
- (f) Garbage disposal contracts
- (g) Strengthening of monitoring and supervision of waste disposal
- (h) Minimization of waste generation through public awareness campaign.”

45. In response to a question regarding the deficiencies in the maintenance of cleanliness and management of waste generated in railway stations and in trains in the context of Audit observations and the measures taken thereafter to rectify the shortcomings in this regard, the Ministry informed as under:—

“The Indian Railways cover over 8000 stations and carry around 16 million passengers daily with clientele of varied socio economic backgrounds. Cleanliness at a railway station is primarily governed by the social environment around it and the civic sense of the users. Some of the basic

problems in the areas of cleanliness at stations are as under:

- (i) The infrastructure for cleanliness *i.e.* drainage waste disposal and logistics has not kept pace with the increased volume of passenger traffic;
- (ii) The tools and implements used in upkeep of amenities and cleanliness are still very rudimentary;
- (iii) Safaiwalas are highly demoralised and there is heavy absenteeism, poor work ethics and lack of motivation;
- (iv) Inadequate supervision;
- (v) Rail users are not aware of social hygiene; and
- (vi) Shortcomings in the management of wastes."

46. In this connection, the Ministry further intimated:—

"The measures adopted for improving the standard of cleanliness at stations are as under:

- (i) Introduction of one time cleaning of muck and repair of the drains sewerage line etc.;
- (ii) Introduction of washable concrete aprons;
- (iii) Mechanised cleaning;
- (iv) Provision of more and more 'Pay & use' toilets;
- (v) Special cleaning drives are launched from time to time;
- (vi) Clean hour concept *i.e.* during a notified lean period entire station premises are thoroughly cleaned on daily basis;
- (vii) Deployment of Health Inspectors round the clock exclusively for station sanitation at all important stations;
- (viii) To motivate safaiwalas, special uniforms and protective gears are provided;
- (ix) For proper handling and easy disposal, large sized polythene bags are kept in the garbage bins;
- (x) Rag picking contracts have also been awarded;
- (xi) Educating travelling public through publicity campaigns and frequent announcements;
- (xii) Cash imprest to Station Managers/Station Supdts. for executing petty works of repairs and maintenance and procurement of consumables related to sanitation;
- (xiv) Legal action is taken under section 145 of the railways Act 1989 against any person found engaging in acts like littering, throwing garbage, defecating at important places etc;

- (xv) Regular supervision to monitor cleanliness through Service Improvement Groups (SIGs) operating at supervisory and officers level;
- (xvi) Financial powers to DRM to execute various sanitation related activities; and
- (xvii) integrated system of management of wastes is being adopted through the following methods;
 - (a) Development of proper infrastructure
 - (b) Provision of additional dustbins and large sized polythene bags in garbage bins.
 - (c) Regular removal of garbage
 - (d) Effluent treatment plants
 - (e) Garbage disposal contracts
 - (f) Strengthening of monitoring and supervision of waste disposal

As regards cleanliness in trains Railways have been directed to make special efforts to improve the standards of cleanliness and hygiene in trains with focus in the under noted areas:

- (a) Enroute cleaning and garbage removal at 'Clean Train Stations' (CTSs) through mechanized cleaning during stoppage of nominated long distance passing through trains.
- (b) Comprehensive guidelines have also been issued to the Railways for arranging on board housekeeping and cleanliness in trains through long term contracts with professional agencies."

XI. CLEANLINESS OF RAILWAY STATIONS

47. The Audit review pointed out that the railway stations are maintained either departmentally through safaiwalas or through outsourced agencies. Effective manpower management and contract management are, therefore, essential. This apart, the railways should have a mechanism to prevent unauthorised use of stations as well as an effective monitoring mechanism in place to ensure quality in all cleanliness related activities.

48. Audit review revealed deficiencies in waste collection and disposal mechanism, inadequacies in the provision of infrastructure such as water supply, washable aprons, drains and sewerage system etc. inadequacies in the provision of passenger amenities such as toilets and urinals, drinking water, seating arrangements and waiting halls, inadequate training compounded by a high incidence of absenteeism among safaiwalas, deficiencies in contract management, widespread unauthorised use of station premises and a deficient monitoring mechanism as brought out in the following paragraphs.

XII. INADEQUATE DUST BINS

49. Dustbins are primary garbage collection points within the station premises. It is necessary that dustbins are provided in adequate numbers and at convenient

locations so that passengers/users could use them conveniently. Railway Board, however, had not prescribed any scale for providing dustbins in stations. The Audit highlighted that:—

- Requirement of dust bins was not assessed by railways in 76 per cent (250 out of 329 stations) of the stations reviewed. Even where assessments were made, the dust bins were far short of the assessments.
- Thus, only 25 stations out of a total of 329 stations reviewed were provided with dustbins as per the assessed requirement. Further, there were lacunae even in the assessments. The criteria adopted for assessment of number of dustbins was not clear in most of the stations. For instance, the requirement of dust bins in Rai Bareilly having an area of 42,713 sqm and Guntur having an area of 43,238 sqm. catering to 4,525 and 18,530 passengers per day was assessed as one and two respectively.
- Forty-two stations including Saharanpur, Unnao, Siwan, Raipur etc. did not have a single dustbin on the date of joint inspection.
- A comparison of total area in the station premises, number of platforms and the dust bins provided on 19A category stations handling more than 35,000 passengers per day revealed that the number of dustbins provided was grossly inadequate. There were no laid down norms for providing dustbins on railway stations and the number of dustbins per 10,000 passengers ranged from as low as less than 0.17 in Bardhaman to 28.50 in Chennai Central. Similarly, one dustbin was catering to an area ranging from 246.39 sqm in Hazrat Nizamuddin station as compared to 21,769 sqm in Bardhaman.
- Dust bins were found in broken/defective condition, overflowing with garbage or were not located at convenient places in a large number of stations. The frequency of emptying the dustbins was also not laid down.
- During the joint inspections, garbage was found lying scattered all over the premises, on platforms, in circulating areas and in other open areas in 62 stations. Further, it was seen that garbage was being thrown on the platforms by the users and subsequently swept out and thrown on the side of the track by the safaiwalas in 73 stations and there was no proper mechanism of collecting the same for disposal. This included important stations such as New Delhi, Hazrat Nizamuddin, Delhi, Bhubaneshwar, Rourkela, Durgapur, Ranchi, Bhopal, Mysore, Hubli, Ahmedabad, Ratlam, Jammu Tawi, Guwahati, Tirupati, Dadar etc.
- Signages indicating the location of dustbins were not available on any of the stations selected in the sample.

50. It may be seen from the above that inadequate provision of dustbins and their poor condition rendered the process of garbage collection from its point of origin ineffective.

XIII. UPGRADATION OF INFRASTRUCTURE AND AMENITIES ON THE RAILWAY STATIONS/MODEL STATIONS

51. During the course of the evidence held on the subject, Chairman, Railway Board explaining about the concept of Model station, stated as under:—

"Each DRM has been instructed to pick up, year-wise, five stations so that those stations are developed under the touch and feel items; to have best of the passenger amenities, cleanliness, circulating areas. The stations would be so developed that when a man enters the stations, he would see the difference."

52. Elaborating on the subject, he further informed as under:—

"Since 2005-06, the emphasis has been on improving the stations. There has been a positive approach as to how to involve the DRMs and the General Managers to look at the stations improvement. In this, while passenger amenity is one part of it, of course, the part of cleanliness is a very important issue which needs to be further addressed. Now on this issue, as you rightly mentioned also, we went in for outsourcing of these activities because we found that using the old process of cleaning the platforms or the track in the platform areas is difficult. They are very dirty because of the night soil falling there. It was causing difficulty even for the staff to work.

We have picked up 22 stations as world-class stations which we would now like to develop to world-class standards. So, at least that would make a beginning so that we would be able to set a standard for us."

53. The Committee further wanted to know if the Ministry had a clear road map with regard to upgradation of Railway stations. The Ministry in a written reply stated as under:—

"593 stations have been selected as model stations for the purpose of providing upgraded passenger amenities. These stations include all A-1, A and B category of stations and also some other stations which belong to other categories. The desirable amenities *viz.* Retiring room, waiting room, public address system/computer based announcement system, electronic train indicator board, public phone booths, water coolers, standardized signages etc. are required to be provided at these stations depending upon the category of the station. So far, 259 stations have been developed as model stations.

In addition, during the year 2006-07, 334 stations and 303 stations during 2007-08 have also been selected as modern stations. So far, 242 stations have been developed as modern stations. The thrust areas to be given attention at these stations are:—

- (i) Improvement in the facade of the station building, (ii) Improvement in the circulating area so as to ensure proper entry and exit of vehicles etc;
- (iii) A lighting tower at an appropriate place to be installed for proper

illumination; (iv) Improved modern, cost effective lighting arrangements at the platforms, concourse etc; (v) Renovated water booths; (vi) Renovated, modern, Pay & Use toilets; (vii) Good Waiting and Retiring Rooms with modern furniture; (viii) Good passenger guidance system including signages and coach indication boards; (ix) Improvement to the passenger service; (x) Improvement of booking and enquiry offices to give them a facelift; (xi) Lighting of booking office, the queuing area in front of booking windows, it may also be clarified that there are many stations which figure both in the list of model and modern stations."

54. Without establishing a time limit for a project strictly adhering to it, many ambitious projects have not seen the light of the day. Keeping this fact in mind, the Committee were eager to know the target date that has been fixed for developing or completion of at least minimum five model World class railway stations in first hand in the country and what action was being taken to select more number of stations per Railway Division for being developed as world class stations. The Ministry explained their case as follows:—

"Twenty three (23) stations have been identified for development into World-class Stations. Ministry of Railways' endeavour is to appoint the concessionaire for redevelopment of New Delhi Railway Station during the year 2008-09 and have the Master Plan and Feasibility Reports prepared for four other stations, namely Patna, Agra, Amritsar and Secunderabad during the year 2008-09 so that selection of concessionaire for these stations can go ahead. Other stations will be taken up in a phased manner, thereafter. As far as New Delhi Railway Station is concerned, the Architect and technical Consultant has been working on the project since July, 2007 and would complete their assignment in a month's time. The Financial Consultant and the Legal Adviser are being appointed. The pre-qualification process for shortlisting of eligible bidders for the financial bid has been initiated. This is being done as per the model request for Qualification (RFQ) document issued by Ministry of Finance. The process for financial bid is targeted to commence in April, 2008 and is likely to be completed in July-August, 2008. Stations other than the 23 already identified would also be considered for development as world-class Station based on their potential to be so developed."

XIV. GREEN TOILET SCHEME

55. The Audit examination conspicuously brought out that the Integrated Railway Modernisation Plan (2005-10), envisaged development of an environmental friendly coach will a Controlled Discharge Toilet System (CDTS). As per the plan a target of 8,000 coaches was set for fitting CDTS during the five-year period 2005-10, subsequently scaled down to 5,000 coaches. As against this, only 261 coaches had been turned out with CDTS (March 2006). At this rate, the Railways are unlikely to achieve the target of 5,000 coaches by the end of 2010. Complete shift to Zero Discharge Toilet System is also remote.

56. Informing the Committee about the new ventures taken up by the Ministry regarding inclusion of Bio degradable toilet systems to tackle the problem of night soil, the Chairman, Railway Board informed as under:—

"There are cases where the staff refused to work in that area because they were not prepared to touch the night soil or get into a problem. Therefore, we knew that the only solution was to go in for mechanized method of cleanliness. While, on one ground we have started providing CC aprons, concrete aprons so that they can be washed soon after the train departs. But even that itself is a very costly one. It is not very much liked. Now, we have just started the first lot of coaches. We have done it in one train, that is, Prayagraj, where we have biodegradable toilets. The means, the night soil, which falls inside the bin of the toilet, actually gets converted into water because of bacterial effect. It gets converted into water and semi-solid, which can be later on taken off and the water can be drained off. This is, in fact, a trial. It has already been found successful."

57. Elaborating on the subject, he further informed as under:—

"Now, we are starting it in a second train between Rewa and Nizamuddin. The train has started now. It is an overnight trains concept where we will be using this. The idea is to propagate this system more and more so that finally we do away with the system of scavenging. It is because the biggest problem of the Indian Railways has been night soil because the stink in the stations is because of night soil falling on the track. It will take some time, no doubt. But at least effort has been started and we would like to go in a bigger way now for providing this facility on the train."

58. On being inquired as to how the Railways are going to implement the green toilet project on all the trains in the country and also about the funds allocated for the purpose, the Ministry in a written note stated as under—

"In line with the Environment protection policy of the Government, Indian Railway have planned to install environment friendly green toilets project on all passenger coaches.

One trial rake of New Delhi-Rewa Express has been fitted with 'Biodegradation' type Green Toilet. Other designs/technology of environment friendly toilets system is also under study of the Ministry of Railways, Field trials are being conducted and performance shall be monitored for design validation before considering universal implementation on all Indian Railways Coaches.

Funds to the tune of Rs. 2450 crore have been sanctioned to fit "Green Toilets" in 24500 coaches to start with"

XV. INADEQUATE VATS AND WASTE DISPOSAL SYSTEM

59. Vats are secondary collection points where the garbage collected from dustbins and garbage offloaded from trains is dumped for further carting away to landfill sites.

There are usually located in the circulating areas inside the station premises. Garbage disposal from vats on stations was largely outsourced by Indian Railways. Out of 276 A, B and C category stations selected for examination by the Audit; garbage collection was outsourced in 145 stations. Out of the remaining stations, while disposal in some stations was carried out by the local municipal authorities, in a large number of stations, there was no formal mechanism for disposal of garbage and the garbage collected from the stations was dumped in open areas outside the station premises.

XVI. GARBAGE SCATTERED OUTSIDE VAT

60. Audit pointed out that the quantity to be handled was not prescribed in the garbage disposal contracts in 107 out of 145 stations selected for examination. Penal clauses for deficient performance were not incorporated in outsourced contracts of 26 stations. Even where the penalty clauses were included and penalties imposed, the amounts were too meager in some railways to act as an effective deterrent for deficient performance. Some of the issues highlighted by Audit in this regard are as under.

- The frequency prescribed for garbage collection was not followed and garbage was not collected completely from vats with the result that heaps of garbage were found scattered near the vats on various stations including Delhi station. Cases were also noticed, where the frequency of garbage disposal was just once/twice in a week and even this was not adhered to by the contractors. The only record maintained to monitor the contractual work was a Log Book, which did not contain any indication of the processes and frequency actually followed and the quality of work done. For instance, at Ludhiana the garbage collected was dumped by the contractor within the station premises, though the contract clearly specified that it should be disposed off at a place at least five kms. away from the station premises.
- Vats were not provided in 78 out of 276 stations visited. Where vats were not provided within the station premises, the garbage collected from the dustbins had to be taken to the municipal vats outside the station premises. However, in the absence of regular collection of garbage from these vats the approach road to stations remained dirty and littered with garbage. Sixty per cent of the respondents to the survey also opined that the approach roads were generally dirty.
- The entry points for vats were found blocked by carts, porters and vehicles, which prevented collection of garbage in dust bins and vats for final disposal in 18 stations.
- Even in stations where garbage disposal was managed departmentally, there was no laid down process and frequency. Garbage from the vats was not removed regularly. As a result, they were found overflowing with garbage.
- In violation of extant regulations, garbage was being burnt in 26 stations which included important stations such as New Delhi, Hazrat Nizamuddin, Mumbai CST, Kalyan, Dadar, Dombivili etc.
- In smaller stations belonging to the D and E category, garbage disposal was virtually non-existent. Garbage was either burnt or thrown out in the open at one end of the platform or outside the station premises in low lying areas.

61. Thus, the garbage disposal mechanism as well as the infrastructure was inadequate and the Railways were not able to effectively dispose off the garbage generated within the station premises or offloaded from trains.

62. Responding to a query regarding innovative steps and ambitious projects taken up by the Ministry towards garbage disposal on the Railway premises and whether this work was being assigned to a professional agency or individuals with necessary skills to handle such a job, the Ministry in a written note stated as under:—

"Dynamic garbage cleaning frequency has been introduced wherein frequency is related to rate of garbage collection. Penal clause in the contracts for garbage cleaning have been incorporated and penalty in commensurate to default are imposed. For garbage disposal on the Railway premises, more and more professional agencies having necessary skills are being involved to handle the job."

63. Fixing up of responsibility with regard to Sanitation related activities and effective deterrence against non-adherence to cleanliness standards are the keys to ensure requisite standards in Railway premises. Audit has very clearly highlighted this in its report. Perturbed about dismal situation on this issue, the Committee desired to know whether the Ministry had taken up any steps to conduct surprise checks and for fixing responsibility on erring Officials for not adhering to and carrying out sanitation work in Railway premises. The Ministry presented their position as under:—

"Inspections are carried out frequently by the supervising authorities who assess the standard of cleanliness and take remedial steps—both short as well as long term. Surprise checks/drives are also carried out at regular intervals to ensure maintenance of prescribed standards of cleanliness. Erring staff/official are appropriately taken up under D & AR. In case where the sanitation work is carried out contractually, the contractors are suitably fined for non-adherence to the prescribed norms.

Teams of Directors from the Ministry of Railways had recently conducted inspection of some of the major Railway stations of all the Zonal Railways to assess the progress on 'Touch & Feel' items including Cleanliness and Sanitation."

XVII. INADEQUACY OF WASHABLE APRONS

64. Cement concrete washable aprons with built in high-pressure jet pumps are extremely essential to keep the tracks between platforms clean of night soil and also to clean the coaches of short distance trains that return to their originating stations without any primary or secondary maintenance in coaching yards. The absence of washable aprons results in accumulation of night soil and garbage on the track within the station premises seriously compromising hygiene and resulting in increased pests/rodents.

65. Audit review highlighted that Non-availability of washable aprons and poor maintenance of existing washable aprons compounded by the inadequate water supply restricted the use of machines for cleaning. Consequently, the night soil and

waste collected near the tracks had to be disposed off manually, even though manual scavenging was banned by Government of India through the 'Employment of Manual Scavengers and construction of Dry Latrines (Prohibition) Act 1993' and Supreme Court had also issued directions regarding the same.

XVIII. INADEQUACY OF DRAINS AND SEWERAGE SYSTEM

66. Maintenance of a main drainage system to ensure easy and free flowing of waste water and cut out/side drains at intermediate points of station buildings and platforms to carry waste water to the main drain are vital in ensuring that the environment is hygienic and in sanitized condition. Review of the stations and joint inspections conducted over various zonal railways revealed various problems such as blockage of drainage systems with weeds, refuse and silt resulting in stagnation of waste water (101 out of the 358 stations reviewed), poor design of the drains with incorrect gradients, absence of cut out drains or links to the main drains, poor maintenance resulting in broken and dilapidated drains etc. These included important stations such as Mumbai CST, Howrah, Bangalore City, Dadar, Mumbai BCT and Bhubaneswar.

67. Thus, due to non-provision and inadequate maintenance of drains and sewerage lines, the drains meant to clear wastewater and to maintain healthy surroundings were, instead, health hazards in themselves.

68. Explaining the Railways' case on the matter, Member Traffic Railways stated as under:—

"We have a major problem at stations and still do of drainage because our stations are now getting located at the centre of towns and cities. There is a problem outside stations of water accumulation and drainage. We normally tackle it within our station premises. We try and coordinate with the local municipality to see whether we can improve the drainage at the station. We have met with success somewhere and in some places it still continues to be a problem. But we are taking up this issue of drainage and to a great extent we are also covering the drain so that the atmosphere created is much cleaner at the station."

XIX. INEFFECTIVE UTILISATION OF MACHINES

69. Of 298 stations reviewed by the Audit, cleanliness activities were mechanised fully only in five A category stations. The activities were partially mechanised in 58 A category and 30 B and C category stations and in the remaining 205 stations the activities were still being carried out manually. Thus, though mechanised cleaning in stations covering all important areas was envisaged as far back as August 2000, Railways have not taken it up on the required scale. In many stations, the floor of only the main platform was conducive to mechanised cleaning, while the other platforms could not be washed due to their uneven surface.

70. As a result, mechanised cleaning, which is a superior means of maintaining cleanliness on station premises remained largely ineffective.

XX. INADEQUATE TOILETS AND URINALS

71. Railway Board prescribed a minimum requirement of ten toilets and ten urinals for A Category, six each for B category and four each for C category railway stations to be provided on platforms as well as waiting halls/sheds. It was seen that—

- Of the 298 stations reviewed, 128 stations had not provided for required number of toilets as per the minimum scale.
- The joint inspection of stations revealed that there was no water supply in urinals and toilets provided on station premises over 21 stations, including New Delhi, Amritsar, Sealdah, Bardhaman etc.
- During joint inspections, the existing toilets and urinals were also found in unusable condition due to water logging, leaking roofs, broken taps, broken pans, tiles and walls, missing outlets and pipes, broken or nonfunctional cisterns, poor lighting etc. The cleaning of the toilets including the ladies' toilets was also extremely poor with stagnation of waste and emitting foul smell.

72. Non-availability of required number of toilets and their unusable condition deprived passengers of a vital amenity and led to open defecation, creating an unclean and unhygienic condition in station premises.

- Work studies to determine the scale of facilities to be provided in normal 'Pay and Use' toilets were not conducted in 142 stations out of 237 (298-61) stations reviewed. However, the number of 'Pay and Use' toilets provided was much lower than the numbers assessed.
- Of 298 A, B and C category stations 'Pay and Use' toilets were not provided at all in 61 stations. In 135 stations these were not provided on island platforms. Toilets for handicapped passengers were not provided in 118 stations.

73. In the survey conducted by the Audit on important stations, 67 per cent passengers opined that the number of toilets on railway platforms was insufficient. Similarly, 51 per cent passengers felt that the number of toilets in waiting rooms was insufficient. Eighty-five per cent passengers surveyed found the toilets dirty.

74. Replying to a specific question regarding norms fixed for the number of public toilets to be opened/operated in each railway station, the Ministry informed as under:—

"Stations have been classified into various categories depending upon annual passenger earnings of the station.

Norms for providing urinals and latrines for passengers have been fixed with reference to category of station for the purpose of minimum essential amenities.

Comprehensive policy guidelines regarding construction of public toilets on Public-Private-Partnership (PPP) model have been issued to Zonal

Railways. Deluxe and normal toilets are constructed by the interested firms at their own cost and shall be operated and maintained by them on "Pay & Use" basis. Non-Government Organisations (NGOs) have also been participating in tenders in operations of such public toilets.

Possibilities are being explored to further extend the scheme of "Pay & Use" toilets (both deluxe and normal) at more and more stations keeping in view the growing number of passengers."

XXI. INADEQUACY OF DRINKING WATER

75. Railway Board prescribed a minimum requirement of 12 taps per platform for category A and B railway stations and six taps per platform for category C stations for providing piped drinking water to the passengers. While recommending a higher scale based on actual passenger traffic it was suggested that taps should be distributed in such a manner that every alternate coach gets the benefit of a tap. Audit highlight Joint inspection carried out revealed that:—

- That twenty eight per cent of A category stations and 30 per cent of B category stations had not provided tapped drinking water at the recommended scale. Out of this, one third of such A category and more than half of B category stations including important stations like Mumbai CST, Mumbai Central, Chennai Central, Chennai Egmore etc., did not meet even the bare minimum requirements. Similarly 65 per cent of C category stations had not provided for tapped drinking water at the recommended scale, of which half the number did not meet the minimum requirement.
- Water booths/taps were either found to be defective or in broken condition. Audit review brought out that in 61 stations and were not usable, which reflected the poor state of maintenance of amenities at stations. The area surrounding the water taps was found covered with slush and dirt, thereby making the atmosphere around it unclean and unhygienic and rendering the amenity unfit for use. Thus provision of water booths and taps in their existing state created a major health hazard.
- Frequency of bacteriological testing and required chlorine level testing or drinking water (both tapped and packaged water) varied for each station and the samples taken were also not uniform.

76. Inadequate drinking water supply compounded by dirty and unhygienic surroundings made not only the amenity unfit for use, but also added to the unclean environment on the railway stations.

77. As regards steps taken or proposed to be taken by Railways to provide clean and uncontaminated drinking water at railway stations and platforms and whether water purifiers have been installed at railway stations to provide pure drinking water to the general passengers, the Ministry replied as under:—

"Instructions exist that concerned supervisors and officers of the Railway station should conduct periodical surprise checks in order to maintain safe supply of drinking water. Regular checks are carried out to ensure the availability of clean and uncontaminated water. Pure and safe drinking water

known as "Rail Neer" bottled by the Indian Railway Tourism & Catering Corporation (IRCTC) is also available for the passengers against payment at important stations. Chlorination of water is carried out regularly in order to make water free from bacteria and to prevent contamination during delivery of water to end users. Water purifiers are also provided at important locations."

XXII. DEFICIENCIES IN MANPOWER MANAGEMENT ON STATIONS

78. Of the 298 stations selected in audit, cleanliness on 187 stations was maintained departmentally. Review and inspection of these stations revealed that manpower was a basic constraint, which affected the quality of cleanliness provided at stations. It was observed that:

- There were no norms for providing safaiwalas at stations. In most of the stations, the sanctioned strength was based on requirement of staff assessed far back when the stations were first introduced. The existing strength of safaiwalas was not commensurate with the actual requirements. For instance, the sanctioned strength safaiwalas at Hazrat Nizamuddin station has remained the same since 1958, although the number of passengers had gone up more than three fold.
- Further, vacancies existed in large numbers even against the sanctioned strength in the cadre of safaiwalas in many stations across the zonal railways. The percentage of vacancies ranged up to even 34 per cent (ECR).
- The shortage of safaiwalas in most stations was further compounded with the high rate of absenteeism amongst them. The rate of absenteeism for a period of six months from October 2005 to March 2006 ranged upto even 80 per cent in A category stations, 100 per cent in B category stations and 60 per cent in C category stations.
- The issue of imparting training to safaiwalas was handled as a shortterm measure by most of the zonal railways. Training to supervisors was not planned by any railways except SER and East Coast Railway (ECR). Training courses were conducted in zonal training centres and other training institutes by only four zonal railways NR, NCR, SER and ER during 2005-06.

79. Thus, shortages of safaiwalas, high absenteeism amongst them and inadequate training by zonal railways contributed toward deficient performance and unclean environment on stations maintained departmentally.

80. The Committee in specific query wanted to know whether the present strength of Safaiwalas is sufficient and whether Railways are satisfied with their quality of cleanliness work. In this connection, the Ministry in a post evidence reply intimated:—

"As per the figures available in Board's office in Book of Sanction as on 01-04-2005, on-roll strength of Safai Karamchari in the Railways is approximately 49,700. Railways is a vast organization spread across the

country and manpower planning on the Railways is adjusted according to the changing needs of the organization. In case of Safai Karamchari, it is difficult to create yardstick or norms due to various factors like local infrastructure and climatic conditions, availability of water and different levels of mechanization of the cleaning process. Further in spite of availability of Safaiwalas, there may not be the desired level of cleanliness due to heavy congestion of platforms with passengers and continuous movement of trains at stations."

81. The committee further probed whether any training programme has been conducted in this regard. The Ministry responded as under:—

"At present there is no organized and systematic training for Safaiwalas, Most of the training is on-the-job training wherever new technology has been inducted."

XXIII. CONTRACTS—POOR CONTRACT MANAGEMENT

82. Of 298 stations selected by Audit, cleanliness on 113 stations was outsourced either fully or partially. Inspection of these stations and review of 86 contracts revealed deficiencies in contract management which led to compromise on quality of service rendered by the contractors and ineffective cleaning initiatives:—

- The terms and conditions of various outsourced contracts were not well defined. While in some cases the processes and frequencies of cleanliness activities were not defined, in many others, the manpower to be provided and the cleaning machines to be utilised by the contractor, were not spelt out. As a result, the contractors across various zonal railways employed lesser resources thereby compromising the quality of cleanliness.
- Penal clauses for unsatisfactory discharge of cleaning activities were not incorporated in five agreements of outsourced works. In three stations, no agreement was entered into though the cleaning activities were outsourced.
- Contracts were invariably awarded to the contractors without prescribing any minimum standards that the contractors would have to adhere to and also to the lowest bidder irrespective of viability of rates. As a result, contractors not only compromised on the machines to be used but also tended to use cheap daily labour without any basic training to carry out the cleanliness activities. The Railways did not ensure that there was no violation of the various statutory provisions such as Minimum Wages Act etc., while effecting payments to the workers engaged by contractors (SCR, SWR). Moreover, due to constant changes in the labour force, the quality of cleaning was sub-standard.

83. Joint inspection of stations also reflected poor quality of work for maintenance of cleanliness and sanitation on railway stations. As a result, apart from dirty and unhygienic toilets, tracks adjacent to platforms, drains, circulating area, platforms, waiting halls/retiring rooms, foot over bridge, concourse etc., on a large number of stations were also found unclean and dirty.

84. In the passenger survey 59 per cent were of the opinion that railway platforms were either 'generally dirty' or 'not so clean'. Similarly, 51 per cent to 61 per cent passengers felt that the circulating areas, approach to the railway stations, approach to platforms, foot over bridges, sub ways, seating areas on platforms and waiting rooms were either 'generally dirty' or 'not so clean'. Further, 76 per cent of the passengers felt that the toilets were either 'generally dirty' or 'not so clean'. In order to improve cleanliness, a majority (54 per cent) of passengers believed that increasing the number of safaiwalas would help while 30 per cent were of the opinion that provision of sufficient water for cleaning will improve the situation.

85. The Committee specifically desired to know about the designated authority responsible for supervising outsourced services on Indian Railways. The Ministry in a written note categorically informed that the authority/department doing the outsourcing is responsible for monitoring and supervision of the outsourced services.

86. In connection with mechanised cleaning in railway stations, the Committee desired to know whether this is done departmentally or is outsourced through private parties. The Ministry in this regard informed the Committee as follows:—

"One of the following systems is being adopted for mechanized cleaning at stations (i) All the work related to mechanized cleaning including deployment of manpower is done departmentally; (ii) The various equipments required for cleanliness is supplied by private parties but the manpower is deployed departmentally; and (iii) Outsourcing to agencies is done for both equipment and manpower. However, an overall departmental supervision is maintained."

XXIV. UNAUTHORISED USE OF STATION PREMISES

87. Most of the railway stations across all Zonal Railways normally have a circulating area outside the station premises. Presence of unauthorized vendors/hawkers and urchins in the station premises hamper cleanliness related activities apart from placing a strain on already stretched resources. The Railway Protection Force (RPF) is responsible for the guarding of railway property in railway stations and eviction of unauthorised persons. Audit review of records and inspection of the selected stations, however, *inter-alia* revealed that:—

- Through a total of 2,43,615 unauthorised hawkers and other unauthorised persons were evicted during 2005-06 from various stations selected for review, this was obviously inadequate and did not prevent unauthorised entry into the stations as the monitoring mechanism at the various entry points to station premises was weak.

88. The Committee in this regard, specifically desired to be informed about the Agency/Department responsible for maintaining the Circulating area in Railway stations. Keeping in view the threat perceptions and contribution of unauthorized entrants towards dismal cleanliness conditions on the stations, the Committee wanted to know about any effective mechanism that has been evolved by the Ministry to

man all the entry and exit points on the Railway stations. The Ministry accordingly informed as under:—

"Maintenance of the circulating area entails under the overall supervision of the commercial and medical department. The cleanliness is carried out from time to time depending upon the real requirement. As regards, preventing the entry of unauthorized persons in Railway premises including Railway platforms, RPF staff are deployed to regulate access control at important Railway Stations. Trespassing, unauthorized hawking and begging, nuisance etc., are punishable offences under various sections of the Railways Act 1989. commercial, Traffic, Vigilance and RPF staff of certain rank have been empowered for enquiry and prosecution of such offences. Regular drives are conducted by RPF to prevent unauthorized persons from entering into Railway premises and running trains. In the year 2007, about 15 lakh offenders have been prosecuted by the RPF under various Sections of the Railways Act for offences like trespassing, causing public nuisance, unauthorized hawking, vending, begging and ticket less travel etc. It is not possible to man all entry and exit points on Railway stations. However, the important/main entry/exit gates at stations are manned and in addition checks are carried out in the premises to check unauthorized persons. It has also been proposed to install Access Control components like Perimeter wall/fencing, automatic vehicle scanner, door frame metal detectors etc. at the identified vulnerable Railway Stations over Indian Railways which include all the suburban stations of four metropolitan cities of the country."

XXV. DEFICIENT MONITORING MECHANISM

89. Periodical inspection of cleanliness activities, whether done departmentally or contractually, serves as a vital quality assurance mechanism. Quality assurance can only be ensured through continuous monitoring and effective compliance to the deficiencies pointed out by the inspecting authorities. Audit review however revealed that:—

- Norms for inspection of stations, coaching yards and trains by various authorities were not prescribed either by Railway Board or by the respective zonal railways. Even at the divisional level, norms for inspection were laid down by very few divisions. As a result, a number of stations including major A, B, and C category stations such as Bhavnagar, Allahabad, Calicut, Kanpur, Alleppey, Villupuram, Virudhnagar, Bagnan etc., were not inspected at all during the year 2005-06.
- Even where inspections were carried out, the cleanliness aspects were not covered in many of them. Further, even where specific aspects relating to cleanliness were pointed out, the follow up action was inadequate. Joint inspections revealed that the deficiencies pointed out by various inspecting authorities continued to exist, indicating that the monitoring mechanism was ineffective.

90. The Committee enquired if there is any proposal to make it mandatory/compulsory for senior Railway officials to undertake rail journey in second class/

unreserved compartments at periodical intervals to have a first hand experience about the problem being faced by the passengers/rail users. The Ministry informed as under:—

“..... however, senior Railway officials inspect trains including second class/unreserved coaches from time to time to identify the on-board deficiencies and take corrective measures as warranted. Multi Disciplinary Service Improvement Groups (SIGs) at the Zonal/Divisional and station level have been activated to inspect passenger amenities including cleanliness in trains and to suggest/take remedial measures for rectifying the deficiencies and shortcomings.”

91. As regards outsourcing, the Committee desired to find out the extant mechanism available in Railways to oversee the works outsourced to the private parties/agencies and also whether Railways propose to create the same for having proper supervision/control over private parties. The Ministry while explaining their case responded as under:—

“..... Several clauses are incorporated in the tender conditions such as frequency of cleaning, use of quality tools and detergents, deployment of manpower etc. The actual work of the contractor is supervised by the Railway Officials on continues basis and appropriate action is taken against the contractor if there is any deficiency.”

XXVI. CLEANLINESS OF TRAINS

92. Cleaning of trains includes cleaning in coaching yards (EMU car sheds for EMU trains) at the originating stations during primary maintenance, at the destination station during secondary maintenance as well as en route cleaning. Short distance trains are cleaned at the station platform itself as the time available between their 'up' and 'down' movements is less than two hours and not enough to take them to the coaching yards. Apart from these laid down routine maintenance activities, Railways also introduced 'Clean Train Station' (CTS) scheme at select stations for en route cleaning of trains.

93. For assessing the adequacy of steps taken by the Railways towards providing a clean environment to the passengers during their journey, cleanliness related activities on trains undertaken in 32 coaching yards and 9 EMU car sheds overall the zonal railways were reviewed. An assessment of the CTS scheme implemented so far was also undertaken in audit.

94. The review disclosed inadequate infrastructure and resources in coaching yards and trains ineffective pest control and bed linen contracts and deficiencies in the implementation of CTS.

95. On being inquired about the designated officer responsible for Sanitation on running trains, the Ministry in written note stated as under:—

“Under the On Boards Housekeeping Scheme, which is outsourced, the Contractor has an Executive Housekeeper, who is required to supervise and oversee the cleaning/sanitation operations in the running trains. He is

required to maintain a constant liaison with the Coaching Depot Incharge and provide him the feedback/report after each trip.

96. While responding to a query about any specialized institutional mechanism in place to oversee sanitation activities at Railway station and on running trains, the Ministry in a written note informed as under:—

"A comprehensive 'On Board House Keeping Service' scheme has recently been launched by the Railways. Adequately trained staff provided by a professional agency shall escort prestigious Mail/Express Trains and carry out frequent On Board Cleaning of Coach Toilets in compartment using efficient tools/implements and also collect waste/garbage in waste bags. The waste so collected are disposed off at nominated en route stations.

Outsourced sanitation and cleaning activities in running trains as above are being monitored by means of the following (i) Passenger feedback; (ii) Linking of payments and penalty to the passenger satisfaction index based on passenger feedback; (iii) Taking note of passenger observation on complaint book available with train superintendent; and (iv) Launching of special drives and incognito checks by Railway officials in trains."

XXVII. DEFICIENT INFRASTRUCTURE IN TRAINS

97. Provision of adequate number of dustbins and toilets in trains and their proper maintenance are vital for maintaining cleanliness and hygiene in coaches. The waste generated in the pantry cars and coaches is supposed to be collected in the dustbins provided on the train and disposed off at nominated stations *en route*.

- Joint Inspection of trains by the Audit over various zonal railways revealed that in most of the trains, dustbins were provided in AC coaches only. Dustbins were not provided in unreserved coaches in any of the trains inspected. The sleeper coaches, particularly of long distance trains were not provided with dustbins. As a result, vestibule passages between coaches were found littered with uneaten food, used plastic plates, teacups, etc., with no provision for cleaning en-route or else the garbage was thrown out onto the track.
- Even the capacity of the dustbins provided in pantry cars was inadequate considering the large quantity of food waste generated and the dustbins were found to be overflowing.
- The cleaning contracts of IRCTC provided for garbage disposal without stipulating the manner in which the disposal was to be carried out. Moreover, no penal clause was included in the contract conditions for improper garbage disposal. In 30 out of 39 trains inspected en route it was seen that most of the garbage from trains was thrown out by the caterers though collection points/stations for collection of garbage were designated. Audit brought out that the pantry car staff of Konark Express and Kushinagar Express was not aware of the designated stations though the CCM had issued specific instructions in this regard.

- In the survey, conducted by the Audit 67 per cent respondents felt that dustbins provided were inadequate. An overwhelming 74 per cent of respondents found the dustbins in coaches overflowing with garbage, not usable and unclean.

98. As regards whether passenger amenities provided were commensurate with the ever-increasing passenger traffic, the Ministry's explanation was as under:—

"Passenger amenities at stations are provided as per stipulated norms based on the category of railway stations and volume of passenger traffic handled. Recently, all Zonal Railway have confirmed that passenger amenities as per norms have been provided at all railway stations except at one station on Western Railway. Deficiency in passenger amenities at this station is being made good by Mumbai Rail Vikas Corporation (MRVC).

Augmentation of the passenger amenities to handle increasing passenger traffic is a continuous process and works are taken up for the provision of additional passenger amenities at station for handling increased traffic as and when required."

99. Taking note of the audit observation the Committee also desired to know whether the Ministry had a system in place to constantly monitor the workability of various installed equipments etc. on running trains especially on prestigious trains like Rajdhani and Shatabdi. The Ministry while explaining their position explained as under:—

"Yes. Adequately trained coaching depot supervisor/technicians escorts select prestigious trains like Rajdhani/Shatabadi and ensure satisfactory functioning of the systems/equipment provided in coaches. To the extent possible, deficiency/defects encountered enroute are set right by the escorting staff. In any case, the systems are checked for/set right during the next scheduled maintenance in the coaching depots where adequate facilities & infrastructure is available."

XXVIII. DEFICIENT IMPLEMENTATION OF CLEAN TRAIN STATION SCHEME

100. The scheme 'Clean Train Station (CTS)' was launched in October 2002, as a major initiative for improving train cleanliness. Under this scheme, mechanized en route cleaning of trains was introduced during halts at identified stations on major trunk routes of Indian Railways. As per the scheme select trains were to be cleaned at the nominated stations and necessary arrangements were to be made on the specified platforms in a planned manner.

101. The CTS scheme was introduced in 28 stations of which 14 were outsourced and 14 were departmentally handled. The following deficiencies were noticed in the execution of the scheme:—

- A large number of nominated trains could not be attended to due to non-placement of the trains on the nominated platforms. (Asansol, Jhansi, Guwahati, New Jalpaiguri and Ahmedabad). As a result, the trains could not be cleaned at all. The percentage of trains cleaned fully per week was as low as four per cent at Jhansi.

- At some stations in ER, even the nomination of platforms was not done judiciously. For instance, platform No. 4 of Asansol was nominated, though this platform normally caters to trains in the 'up' direction not nominated for CTS operations.
- Inadequate coordination between departments also resulted in non-availability of adequate infrastructure and requisite time for implementing the scheme.

102. Thus, the CTS scheme, though a good initiative, remained largely ineffective in its present state of implementation and did not achieve its perceived objectives.

103. Chairman, Railway Board, during the course of evidence on the subject while debarating on the matter stated as under:—

“.....In the meanwhile, the Department is also trying to work out and see whether at the originating points, we could have a better system of cleanliness so that once the train starts from the stations with full cleanliness, there after we have accompanying staff. This can be outsourced where a person will be responsible for the cleanliness part of it. He will ensure that the toilets are cleaned. He will have high power jet machines which can be brought in. Let us say that the train stops at Mughalsarai. The jet machine can be brought in and it can be used to clean the toilets. So, efforts are now being made to improve this area. So this is one area.....”

104. In related context, the Chairman also stated:—

“.....The next, of course, is the biggest one in which we are also trying to first of all involve the entire process, that is, to go in for world-class station. We have picked up 22 stations as world class stations which we would now like to develop to world-class standard. As you have rightly said, we do not have a standard today for which we would surely like to work on. For this, again we have made a beginning and we have started first getting New Delhi, Patna and Jaipur Stations being developed under world-class model stations by using foreign consultants to develop these stations in such a way that all these aspects are taken care.”

XXIX. USER PERCEPTION AND AWARENESS

105. Maintaining a clean and hygienic environment in stations and trains, on a sustainable basis, require active support and co-operation from passengers and other users. Continuous interaction with the users and constant understanding of their needs and perspective as well as educating passengers is one of the most effective means of improving the standard of cleanliness. A mechanism of Zonal Railway Users' Consultative Committee (ZRUCC) at the zonal level and Divisional Railway Users' Consultative Committee (DRUCC) at the divisional level also exists to address these issues. Review revealed that measures adopted to create user awareness were inadequate and user perception was not being harnessed to bring about improvements in the system.

106. User awareness measures involve making the users aware of the amenities existing in the station and trains, educating the users and also to make them aware of their role in maintaining cleanliness and hygiene in stations and in trains. In addition to announcements on railway stations through public address systems, most of the zonal railways had spelled out various initiatives such as launching mass campaigns through print and electronic media, launching awareness drives, putting up hoardings and using Closed Circuit Television (CCTV) to educate the users. In this area, the following deficiencies of Railways have been observed:

- Though the list of amenities provided in the station was normally displayed in stations over all zonal railways, sign boards indicating the location of dustbins were not available in many stations.
- Public announcements were also not frequently made. Sixty-five per cent of the survey respondents had either never heard the announcements regarding cleanliness in stations or had heard them only 'sometimes'.
- User awareness of availability of complaint books was very low. The location at which complaint books were available was not displayed in many stations. Thus, the users could not use the same to lodge their complaints or to record their suggestions.
- There was no sustained plan to constantly educate the users on various issues relating to cleanliness *i.e.* avoid the use of toilets during train halts at stations, spitting, graffiti, littering, defacing the platforms, posters, etc. In the LHB coaches that have been introduced recently in some Rajdhani trains, directions for using the newly designed toilets were not displayed causing inconvenience to passengers.

107. Concerned about the Audit findings, the Committee desired to know about any action plan that the Ministry had envisaged for creating awareness among the passengers about the maintenance of cleanliness in stations premises, platforms, waiting rooms and proper use of toilets etc. In this regard the Ministry in a written note informed as under:—

“For creating awareness among the passenger about the maintenance of cleanliness in stations premises, platforms, waiting rooms and proper use of toilets. Zonal Railways are undertaking the following steps (i) Publicity campaigns through display of posters, banners, distribution of leaflets; (ii) Announcements over the Public Announcement System; (iii) Publicity through CCTV etc; (iv) Involvement of scouts and guides and NGOs to educate the users; (v) Display of notices in trains requesting passengers not to use train toilets while the train is stationary at station; (vi) Printing of slogans in tickets, reservation slips, tender notices etc; (vii) Arranging 'Nukkad Nataks' (street plays) in station vicinity; and (viii) Bio degradable covers/bags are distributed to travelling public to deposit the garbage/litters and deposit the same in dustbins only”.

XXX. USER PERCEPTION

108. Of the 3,719 respondents to whom a survey questionnaire was administered by Audit, 44 per cent were frequent travellers and 47 per cent were occasional travellers. The general perception of the respondents on the state of cleanliness in Indian Railways was:—

- "Seventy-five per cent respondents felt that cleanliness in Indian Railways was generally improving over the years.
- An overwhelming 84 per cent of the respondents believed that various places in the station premises were mostly overcrowded. Fifty-three per cent of the respondents were certain and another 23 per cent felt that 'may be' reducing crowds could help improve cleanliness. It was opined that crowds could be reduced by preventing unauthorised persons from entering the station premises.
- Fifty-one per cent respondents felt that passengers were responsible for dirtying the platforms and the tracks between the platforms, whereas 20 per cent felt that vendors were responsible. Forty per cent respondents felt that vendors in station premises were adequate in their present form and thirty per cent opined that vendors were adequate but their area of operation should be limited."

109. According to the respondents, the main causes that contributed to lack of cleanliness were insufficient amenities and infrastructure, presence of unauthorised persons in stations and overcrowding, lack of awareness among passengers, shortage of staff, absence of involvement of top management, deteriorating work culture and lack of responsibility among staff.

110. The suggestions for improvement in cleanliness included increasing the scale of amenities, preventing entry of unauthorised users, increasing passengers awareness and providing them with a handout on cleanliness matters as soon as they board the train, involving passengers in cleanliness drives, introducing mechanised cleaning, providing training to staff and creation of a separate department that solely caters to cleanliness and proper accountability of staff.

111. Cleanliness and sanitation on Indian Railways was not receiving due importance and was secondary to other activities. The expenditure on providing and maintaining a clean and hygienic environment was inadequate. Standards for performance were not laid down, infrastructure was inadequate and deficient, passenger amenities were not commensurate with increasing passenger traffic, waste management was ineffective, railway stations were overcrowded due to unauthorised use and harnessing user perception was ineffective especially in A, B and C category stations where 85 per cent of the passenger traffic was handled. Involvement of multiple departments with complex reporting structures only compounded the issue. In the last few years, the Railways have taken a number of initiatives to address the issue of cleanliness and sanitation, such as CTS, cleaning squads in running trains etc. Nevertheless, the magnitude of the problem is such that unless tackled on a war footing, it cannot be adequately dealt with. The Railways need to evolve performance criteria for every cleanliness related activity and ensure effective supervision. The initiatives need to be cohesive, systematic and sustainable.

XXXI. GRIEVANCE REDRESSAL OF PASSENGERS

112. Responding to a question about mechanism evolved by the Ministry for a responsive and effective grievance redressal of passengers at railway stations and in trains with respect to cleanliness and sanitation the Ministry in a detailed reply stated as below:—

"On Indian Railways, there is a laid down system of registration of complaints including cleanliness, by passengers. At all stations a complaint cum suggestion book is maintained with the Station Manager/Station Superintendent. In trains, Guards of passenger and Mail/Express trains carry such complaint books. In addition, the Manager of the pantry car is also required to make the complaint book available to passengers on demand. The complaints/suggestions given by the travelling public are duly acknowledged at the time of registration. Each complaint/suggestion is then investigated/examined properly and a reply is sent to the complainant. The AGMs at zonal level and ADRMs at divisional level function as nodal agencies for public grievances who review the performance and position of public complaints regularly. Even at Railway Board's level, this aspect is emphasized during various meetings which zonal railways attend in the Board. The number of complaints received on Zonal Railways under the heads of cleanliness at stations and in trains during the period April to December, 2007 as compared to April to December, 2006 is under:

Sl.No.	Causes	April to December, 2006	April to December, 2007	Percentage variation
1.	Cleanliness at stations	330	323	-2.12%
2.	Maintenance/cleanliness of coaches	749	729	-2.67%

XXXII. CATERING AND HYGIENIC FOOD

113. Concerned about the deteriorating quality of food served in the trains especially Rajdhani and Shatabdi, the Committee desired to know from the Ministry whether it proposed to bring about policy changes in catering so that the old standards of food are restored. The Ministry in a written response stated as under:—

"Improvement is an ongoing process. Catering services of Indian Railways receive constant attention of the Zonal Railways as well as Indian Railway Catering and Tourism Corporation (IRCTC), a wholly owned company of Indian Railways formed to upgrade and professionalize the catering and hospitality services of Indian Railways. IRCTC is setting up multi-cuisine state-of-the-art Food Plazas, Automatic Vending machines dispense hot and cold beverages, and modernizing Railways' existing base kitchens. Regular monitoring of catering services is done by Railways and IRCTC officials. IRCTC has engaged independent food audit agencies to ensure quality of food being supplied to the passengers of Indian Railways. All good practices

like, progressive ISO (International Organization for Standardization) and HACCP (Hazard Analysis and Critical Control Points) certification of catering units are being followed. As per normal practice, complaints received from passengers are monitored by IRCTC and action like warning, imposition of fine, termination of contract, etc. are taken on cases found substantiated. IRCTC has set up control rooms at New Delhi, Mumbai, Kolkata, Chennai and Secunderabad for receipt and redressal of complaints. Each of these control rooms has personal computers with broadband connectivity and dedicated telephone lines, Any passenger can make a telephone call to any of these control rooms and immediate action is taken on these complaints/suggestions.

In addition to above, steps like customer satisfaction Survey conducted through M/s IMRB International, Food Audit done by M/s TUV Sud Asia on 112 units including trains, Base Kitchens & Food Plazas, engagement of M/s Rites for ISO 22000:2005 certification of mobile as well as static units, conducting special drive on premium trains including Rajdhani, Shatabdi and other Mail/Express trains through Quality Control Professionals (QCPs) so as to improve quality of catering services, introduction of Coloured Menu cards depicting a-la-carte items along with their rates etc, are being taken from time to time to effect improvement in catering services."

114. As outsourcing in catering has not yielded very satisfactory results, the Committee intended to know as to what measures have been adopted by the Ministry to ensure that outsourcing in Railway sanitation is able to achieve its desired objectives. The Ministry, in a written note informed the Committee as under:—

"Railways are outsourcing certain activities in a phased manner where the system is not very satisfactory, not manageable and not cost effective. In addition where certain activities which require professional input and the same are not available within the organisation, outsourcing is being done. The outsourcing of sanitation has also been done with this perceptive.

Where the cleaning activities are outsourced, standards of cleanliness schedule/frequency with respect to desilting of drains, rag picking, washing and cleaning of entire station area including waiting/retiring rooms, toilets, garbage disposal etc., to be maintained are prescribed in the tender conditions, depending on the local conditions like category of station, number of trains handled, number of passengers dealt with, number of platforms, area to be cleaned, civic sense of passengers, type of infrastructure and other factors.

Supervision/monitoring are being conducted regularly at various levels to assess the level of cleanliness. Occasional cleanliness drives are also conducted for strengthening the cleanliness machinery and also for identifying shortcomings, if any, which are appropriately addressed to.

Contractors are suitably warned, fined and even the contract terminated, if the prescribed level of cleanliness is not achieved."

CHAPTER II

115. Considering the larger importance and topicality of the subject, the Committee had decided to elicit the response of interested organizations/public through a press communique. A large number of suggestions have since been received from individuals and organizations regarding 'Cleanliness and Sanitation in Indian Railways'. A total of 147 Memoranda have since been received from various individuals and organizations from across the country and abroad. This includes various suggestions from individuals like Shri Rajesh R. from Thane, Shri Vijay Jain from Dallas, USA and organizations like Aqua Max, Mother Indus Aqua Solutions (P) Ltd. and Advisor Society of Senior Citizens. A gist of the important points and issues culled out of these suggestions received by the Committee is produced below:—

- Need to hasten upgradation of railway stations;
- Maintenance of cleanliness and sanitation on platform, trains, tracks, pantry cars, in and around the railway stations;
- Education as well as constant and concerted awareness building in respect of cleanliness and sanitation;
- Regulation of crowd in railway stations and creation of groups amongst passengers for promoting awareness;
- Unhygienic and poor quality of food supplied in trains to be addressed;
- Rates of tea/snacks served at railway stations/platforms to be fixed/retionalised;
- Making food optional in Rajdhani trains, thereby giving passengers a choice;
- As outsourcing in catering has failed, outsourcing in railway sanitation has to be re-considered in this light;
- Reputed NGOs may be contracted for the job of cleanliness and sanitation—privatization and handing over this job to prestigious organizations, like the Sulabh International;
- Initiatives for relocation of slums/clusters on either side of the tracks, proper alternatives to be provided to the slum dwellers;
- Rural public are not well acquainted with the western styles toilets—Indian style toilets to be promoted specially in second class compartments;
- Strictness and accountability at higher supervisory levels is required in respect of cleanliness and sanitation, scapegoats at lower levels should not be made;
- Child labour involved in sanitation on running trains should be banned;

- The systems of Delhi Metro can be incorporated;
- The issue of cleanliness is inter-connected with other broader issues such as crowd regulation and passenger traffic-holistic approach is thus required;
- Increase in railway manpower is badly required in keeping with increase in volume of traffic;
- Railways profits to be set apart as cleanliness and sanitation fund—no cess is required and passengers should not be burdened with such a levy; and
- Railways should not turn into a pure commercial organization—social objectives should not be lost sight of.

PART II

Recommendations and Observations

116. The Committee note that Indian Railways cover over 8 thousand stations and ferry around 16 million passengers everyday which comprise of various socio-economic backgrounds and literacy levels. Keeping in view the magnitude and scale of operations of Railways, the Committee has examined this subject with utmost profundity. The Committee's Recommendations which have been brought out in the successive paragraphs are based on the audit findings and Committee's own inquiry based on written and oral evidence tendered before the Committee by the officials of the Ministry of Railways. The Committee also sought responses from interested organizations and members of the public for understanding this subject in depth. A close scrutiny of the subject and the material gathered by the Committee reveals a sorry state of affairs as far as cleanliness and sanitation on Indian Railways is concerned. The deficiencies and shortcomings which warrant immediate attention of the railways have been brought out in the successive paragraphs. Committee's examination of the subject has led to inescapable conclusion that cleanliness and sanitation activities on Railways require immediate attention of the Ministry. The Committee are astonished to note that Railways are yet to adopt any standards or performance indicators (*i.e.* the expected quality of the outcome) for any cleanliness related activity carried out in stations and in trains against which the actual performance could be judged. The Committee also note that standards for supervision were also not prescribed by Railways for any cleanliness related activity on stations and in trains. The Ministry in their detailed reply in this regard have stated that they have devised a comprehensive plan for the purpose while admitting that prescribing physical benchmarks for the standard of cleanliness is not possible as the level of cleanliness is not quantifiable. In this connection the Committee strongly feel that Ministry must resort to out-of-box thinking on this issue and display readiness and swiftness to measure the sanitary conditions. The Committee recommend that there should be daily routine checks by the Divisional General Managers and inspections atleast once in every fortnight and it should be video recorded to clearly keep a track record of the sanitation levels available on the platform and Railway premises. Strict actions must be taken against the offenders who resort to spillage etc. on the platforms. This can be easily done with the help of CCTV cameras on all the major stations across the country which have been earmarked for 'World Class Standards'.

The Committee further note the 'Clean Hour Concept' *i.e.* during a notified lean period entire station premises are thoroughly cleaned on daily based should be vigorously followed by all the zones. In this connections, the Committee desire that the Recommendations, furnished by the task force constituted to address the issues of cleanliness, gadgets and manpower should be executed in letter and spirit. Moreover, the Ministry must bring out a status report on the subject of execution of these recommendations within six months of presentation of this report.

117. The Committee are constrained to note that low priority has been accorded to sanitation and cleanliness activities on Indian Railways owing to a wide spectrum of responsibilities assigned to various functionaries like Chief Health Inspector/Health Inspector (CH/HI) Station Masters/Managers etc. Moreover, absence of a comprehensive action plan at the apex level led to effort towards cleanliness remaining as isolated efforts, with sporadic instructions being issued from time to time without being cohesive. It is appealing to learn that even at the Railway Board level different directorates were responsible for different areas of cleanliness related activities and schemes. It is observed that multiple departments like commercial, medical and engineering departments are involved in cleaning operations. The Committee are of the opinion that the responsibility for cleaning should lie with one department most preferably with the medical department since their awareness levels and sensitivity regarding cleanliness is expected to be better than others. Various small controls handed out to various departments/agencies should be clubbed together for effective handling and financial viability. The Committee desire that the Ministry should create a comprehensive mechanism with a clearly laid out reporting structure whereby the responsibility of maintaining cleanliness and hygienic surroundings at railway stations and in trains, exclusively vests with one nodal agency *i.e.* medical department. Also all the other departments such as Engineering, Mechanical and others would work in conjunction and unison with Medical Department. The Committee recommend that the decision taken by Railways should be finalized within six month of the presentation of this report.

118. The Committee have been informed by the Ministry that Additional General Manager is the nodal officer at the Zonal level. The Committee strongly recommend that the Ministry should constitute a Committee to look into the entire gamut of issues regarding lack of co-ordination and clarity of approach *vis-a-vis* Cleanliness and Sanitation amongst various departments of the Railways. The Committee desire that they be informed about the steps taken by the Ministry to ensure better co-ordination between the various concerned departments. Regarding the creation of a new post of Member exclusively for Cleanliness and Sanitation, the Ministry have informed the Committee that this will lead to overlapping/duplication of functions with the other Board Members which itself will defeat the very purpose for which the post is created. The Ministry have also stated that responsibility of cleanliness has been appropriately distributed among board Members and they are looking after their respective areas of cleanliness with utmost focus and control over the department under them. This does not address the anomalies that allocation of multiple and varied tasks to specialized functionaries resulted in diffused focus on maintaining cleanliness on railway stations. Owing to wide spectrum of responsibilities assigned to Station Master/Manager etc., cleanliness was viewed as a very low priority area. Since the responsibility of maintenance of cleanliness even within the station premises rested with different departments various areas were left unattended due to lack of effective co-ordination. The Committee have taken a very serious view of the matter and desire that an independent authority at the apex level solely responsible for Cleanliness and Sanitation on Indian Railways should be created under intimation to the Committee to oversee and co-ordinate such efforts

amongst various departments of Indian Railways. This will facilitate a focussed approach in policy making and development of a comprehensive action plan at the apex level including budgetary consideration for a sub-head specifically assigned for Cleanliness and Sanitation activities. In view of this, the Committee very strongly reiterate that the Ministry must strengthen co-ordination efforts and put in place an institutionalized mechanism at the apex level at the earliest but definitely by the time of furnishing Action Taken Replies to the recommendations contained in this Report dedicated towards Cleanliness and Sanitation on Indian Railways to establish a clear cut administrative control in this respect. If required, the function of medical department may be placed directly under this apex body.

119. The housekeeper should undertake periodic inspection within the trains several times a day and may also be required to carry and display a checklist of his inspected items which may be submitted to the concerned authorities at terminal stations. In addition, the Committee is also of the view that if required the help of Travelling Ticket Examiners (TTEs) or any other person so authorized may be taken to complement the work of the Executive Housekeeper. The person so authorized may not only be directly responsible for cleanliness and sanitation, but may also help in ensuring the 'system of checks and balances as far as cleanliness in the running trains is concerned.

As regards the designated officer responsible for Sanitation on running trains, the Ministry have informed the Committee that under the On Board Housekeeping Scheme, which is outsourced, the Contractor has an Executive Housekeeper, who is required to supervise and oversee the cleaning/sanitations operation in the running trains. The Committee feel that this executive housekeeper's presence should be made more visible, it can be done by providing him a special uniform and nameplate. His presence should be widely publicized to the travelling passengers by way of public address system at the beginning of the journey.

120. Another area which has caught the serious attention of the Committee and where the Ministry need to take concerted action is the area of Waste Management. The Committee are appalled to note that the Ministry does not have a policy on waste management. The Ministry in their reply have categorically informed the Committee on this issue. Review of selected stations over all zonal railways revealed that Railways did not have any mechanism to realistically assess the quantum of garbage generated at any of these stations. Consequently, large quantities of garbage were either not reaching the vats or were strewn all over the place in the surrounding areas and around the vats at any given point in time creating an unhygienic atmosphere within the station premises. Large quantities of garbage were removed sporadically once in a while. Moreover, in the absence of any assessment of quantum of garbage generated, the infrastructure provided for garbage collection and arrangements made for garbage disposal in railway station were adhoc, inadequate and unrealistic. The Committee, therefore, recommend to the Ministry to upgrade the existing infrastructure relating to garbage disposal on railway stations. The Ministry in a note furnished to the Committee have admitted that the tools and implements used in this regard are still very rudimentary. It is very disturbing to

note that the Ministry have been found wanting with regards to their efforts towards garbage disposal and management.

Scrutiny of the standard conditions of contracts of Indian Railways Catering and Tourism Corporation (IRCTC) revealed that there were no provisions regarding either proper disposal or segregation of waste before its disposal. Further, no penalty was prescribed for improper disposal of waste. The Committee desire that the Ministry must form a high level study group to clearly bring out the various deficiencies in the existing mechanism and must take steps to modernize garbage collection and disposal methods being undertaken on Indian Railways. The Committee strongly recommend that Railways must frame a policy on waste management and lay down a mechanism whereby the quantum of garbage generated on stations (including garbage collected from trains and disposed off at nominated stations) can be assessed realistically so that adequate collection, segregation and disposal facilities along with necessary infrastructure can be put in place by the authorities. The Committee desire this to take place within 6 months of the presentation of the Report. The policy so framed should be in compliance with extant regulation and be applicable even in the case of outsourced contracts.

The issue of garbage segregation into biodegradable and non-biodegradable by providing separate bins for garbage collection must be seriously taken care of by the Ministry and should be accorded due priority. It is dismaying to note that except for Gwalior and Jhansi, there was no mechanism to segregate such waste, not even in the four metropolitan cities. The Committee further recommend that while making use of plastic for such purposes, the Ministry must not lose sight of environmental concerns and ensure that applicable rules are adhered to. The Committee would like to be informed in detail about the corrective measure taken by the Railways in this regard in Action Taken Replies furnished by the Ministry.

121. The Committee found that lack of co-ordination in budgetary provisions and absence of an overall financial plan to tackle cleanliness related issue acted as a major impediment towards realizing cleanliness related goals in Indian Railways. The Committee have been given to understand that the working group on cleanliness suggested creation of a separate minor head under operating expenses traffic to book all the expenses of operating nature for cleanliness and housekeeping of stations, platforms, concourses and other areas. However in stark contradiction to this suggestion the expenditure on various cleanliness activities was booked to different accounting heads depending upon the department undertaking the activity. The Committee have also learnt that the Railways did not have a mechanism to either assess the extent of expenditure incurred on cleanliness or to monitor this activity. The Committee are of the opinion that creation of a separate minor head under operating expenses will definitely rationalize the accounting process and will at the same time bring forth an alignment in the budgeting process geared towards specific allocation for cleanliness and sanitation. The Ministry however, in a written note have informed the Committee that the accounts of expenditure on specific items of sanitation and cleanliness, which form part of the projects under various plan heads, are not amenable for separation. Therefore, it may not be possible to work out the

percentage of surplus being allocated specifically for sanitation and cleanliness. Not agreeing with the contention of the Ministry, the Committee recommend that Railways need to assess the financial requirements for cleanliness related activities and provide for them in the budget specifically. This would also enable Railways in monitoring of the cleanliness initiatives and to find focused allocation to this prime area. They also need to have an overall financial plan for provision of infrastructure, amenities, user awareness campaign etc., as per an action plan and actual field requirements.

The Committee would like to be apprised of the Action Taken by the Railways in this regard at the earliest but definitely whilst furnishing the Action Taken Replies to the Committee within the stipulated timeframe. Further it has come to Committee's notice that foot over bridges, booking offices, washable aprons, drains, water supply, waiting hall/shed, seating arrangements etc., which impact the cleanliness levels is booked to Plan head 'Passenger Amenities'. Even under this Plan head, the Railways spent Rs. 256.24 crore during 2005-06, equivalent to only 1.5 per cent of the total capital expenditure incurred and 1.69 per cent of the earnings from passenger services. Thus, the Railways had spend comparatively a very meager amount for providing infrastructure and amenities to the passengers on railway stations. This resulted inadequate infrastructure, amenities and resources which had an adverse impact on the cleanliness and sanitation levels of railway premises. The Ministry in a note furnished to the Committee have informed that the amount likely to be spent on creating additional cleanliness related facilities is very nominal in the current years *i.e.* 0.1% of the investible surplus, the same will increase substantially in the coming year considering the cost of the projects undertaken. The Committee recommend that the Ministry must outlay a dedicated budget exclusively meant for sanitation and cleanliness on Indian Railways with a provision for year wise increment on the same. The Committee expects the incremental increase to be registered in the ensuing Railway budget.

122. The Committee have observed several shortcomings in the garbage collection area. The Committee understand that vats are secondary collection points where the garbage from dustbins and garbage off loaded from trains is dumped for carting away to land-fill sites. After going through the entire information and evidence collected by the Committee they feel that this area is still a neglected area. The Committee recommend that number of vats should be increased at the station so that littering of the waste is not a common sight around the station areas. They also recommend that such vats should be covered and hygienically maintained and periodically cleaned as per the established guidelines the Committee strongly desire that Railway priorities provision of garbage collection units after assessing the requirement on a realistic basis and ensure proper collection and disposal of garbage. Suitable manpower should be deployed to man these collection centres. In cases where such activities are outsourced, the erring contractors must be penalized for lack of proper disposal and non-adherence to quality benchmarks meant for this purpose. Responsibility and accountability should be clearly identified to enable action for deficient performance. A senior level officer should be designated for overseeing and supervising these activities on a weekly basis. The Ministry must ensure that garbage

disposal undertaken at these units is done as per extant rules and regulations. Transportation of garbage to disposal sites should be done in the most careful way by resorting to highest professional standards. Garbage disposal contracts and Rag picking contracts must be given to very reputed organizations through a very transparent process. Performance of the contractors should be regularly reviewed. The Committee also desire that a penal clause should be prescribed and resorted to in all outsourced contracts where disposal of waste is done in an improper way. The Committee have found that all kinds of garbage both recyclable and non-recyclable were collected in the same bins in violation of extant rules in various zonal railways including at the four metropolitan cities *i.e.* New Delhi, Kolkata, Mumbai and Chennai. The Committee have taken a very serious view of this laxity on the part of the Ministry and desire that the Ministry must ensure that this practice is discontinued with immediate effect and they must take necessary action to provide all the requisite infrastructure for this purpose.

123. The Committee are of the opinion that Railways need to draw up a plan of action with identified milestones for provision of adequate infrastructure namely water supply, washable aprons, drains and sewerage system and machines along with conducive platform surfaces for each station duly prioritising requirements. In this connection the Chairman, Railway Board during the course of the evidence held on the subject informed the Committee about 22 stations proposed to be developed into world class stations. The Ministry further apprised the Committee about 593 stations selected as a model stations for the purpose of providing upgraded passenger amenities. Instructions given to DRMs regarding picking up of five stations on an annual basis towards their development on the touch and feel basis to have the best of the passenger amenities, cleanliness circulating area etc. is a step in the right direction.

The Committee nevertheless, desire that Railways must ensure that these steps are taken at the earliest and the Ministry must not adopt a lackadaisical approach in this case. Decentralisation of financial powers to DRMs with delegation of power for sanctioning works up to Rs. 30 lakh for a particular station on passenger amenities is also an attempt which will help in improved standards on sanitation and cleanliness. However, the Committee desire that the Ministry should ensure that involved executives must display caution as well as responsibility while exercising these powers. The Committee further recommend that the Ministry should devise a time frame within which the selected stations will be upgraded to desired levels as far as passengers amenities are concerned. The Committee desire that the Ministry expedite all the efforts in this direction and they should informed the Committee about the developments made in this direction in a phased manner. The repair and maintenance of the infrastructure so created should be ensured through a suitable monitoring mechanism.

124. The Committee understand that the number of coaches in long distance as well as short distance trains have also increased with the increased quantum of passengers traffic. Contrary to this, the Committee find that number of water-taps at the platform are not enough to realistically cater to the demand of the increased

quantum of passengers. At times, especially during the summer months, long queues are seen at the taps. Frightening situation is also observed if the stoppage time of the train is of very short duration. In view of this, the Committee feel that this situation can be easily solved by increasing the number of taps of potable water at all the stations. By doing so lesser number of passengers will accumulate on one tap at a given point of time which will check the spilling of water around the tap and will also be explored if modernized taps such as push button taps as seen at the airports can be introduced not only to maintain the cleanliness standards but also to check littering in terms of discarded water bottles. The Committee, therefore, desire that the number of taps be increased expeditiously in phased manner at all stations throughout the country. The steps initiated in this regard should be intimated to the Committee and they are confident that the Ministry will take all necessary steps based on their recommendation to bring about tangible results.

125. The Committee are of the firm opinion that Railway must not lose sight of the big picture while executing their duty to the nation. Cleanliness and Situation on Indian Railway should be manifested as a top priority in every fresh project that the Railways undertake and consolidated emphasis paid to the existing ones.

The experience of Delhi Metro in monitoring Cleanliness and Sanitation standards is worth emulating. While contesting the Committee's suggestion regarding practice and procedures being followed by the Delhi Metro, the Ministry stated that Delhi Metro is not catering to the kind of heterogenous crowd that Railways do. However, Delhi has increasingly started catering to crowd from various walks of life while includes literate, semiliterate and illiterate passengers. Moreover, sanitation and cleanliness are very contagious. It has been observed that in Delhi Metro the entire work culture and attitudes of both the functionaries and traveling public have been more amenable to clean and neat surroundings. And this has been made possible only by the prevalent neat and clean conditions on the Metro premises. The Committee understand that major part of Metro operations are covered and fully air-conditioned and the journey is comparatively of lesser duration. Still that cannot be a reasons for the Railways not to emulate this experience. With the availability of bins and clean surfaces, supervision with CCTV cameras, regular announcements regarding this subject and visible presence of staff who cater to this aspect, Committee are sure that Railways can definitely achieves the targets in this respect. Ministry submission in this regard stating inclusion of modern machines, active supervision and overhauling of existing infrastructure by overhauling of platform surfaces with the inclusion of Kota stone etc. is a positive signal. It needs to be followed to the extent where the difference is tangibly felt by the passengers. The Committee still feel that Ministry's efforts in this regard should be widely publicized and should be spearheaded by the Chairman Railway Board itself coupled with on-the-spot checks by Board Members or divisional Managers on a bid-monthly basis that will send a clear signal to all concerned regarding the seriousness of the senior executive towards this cause. The Committee recommend very strongly that the Ministry display enhanced enthusiasm towards this aspect and lead by example. Moreover,

while handing out contracts to private parties, the Ministry must ensure that the functionary and supervisory authorities are not the same.

126. Another area which has drawn attention of the Committee is the upgradation of toilets standards. After analyzing all the information, the Committee recommend that the Railways should expedite the process of providing Controlled Discharge Toilet System/Zero Discharge Toilet System toilets in as many trains/coaches as possible to improve the quality of hygiene. The Committee have been informed that Indian Railways have planned to install environment friendly green toilet projects on all passenger coaches. Further more funds to the tune of Rs. 2450 crore have been sanctioned to fit "Green Toilets" in 24500 coaches to start with. The Committee hope and desire that this project is completed within a specified time frame. The Ministry should unequivocally intimate the Committee about the time schedule made for this purpose. Also the Ministry must ensure that the money meant to be spent for the purpose is not transferred elsewhere and is judiciously spent.

The committee have also been informed during the course of the evidence that the Railways have started providing concrete aprons on the tracks so that they can be washed soon after the train departs. In this respect, the Committee desire that the Ministry must ensure that there is no paucity of these aprons while the entire Railway system is provided with Zero Discharge Toilets. The Committee further recommend that the Ministry must ensure that there is no manual scavenging in violation of 'Employment of Manual Scavengers and Construction of dry latrines (Prohibition) Act 1993' and direction of the Hon'ble Supreme Court. Explaining the delays in providing concrete aprons, Railways have informed that it was mainly due to long traffic blocks required and that the design was undergoing changes. In committee's view Railways' reply only underlines the fact that non-provision of washable aprons and deficient maintenance of the existing ones has compromised effective cleaning of Railway tracks adjacent to platforms. The Committee are unhappy with the lackadaisical approach of the Ministry towards the cleanliness of railway tracks. The Committee strongly recommend that Ministry should implement all the projects geared towards sanitation on platforms and railway tracks in an efficient and time bound manner and should keep the Committee informed about the developments.

The Committee have noted that there has been manifold surge in the number of passengers using railways as their mode of transportation. The committee are not oblivious to the fact that all passengers amenities are directly related in terms of numbers and infrastructure to the increase in number of passengers. In this context, the Committee can clearly see that the number of toilets at the Railway stations have not increased proportionately with the increase in quantum of passengers. The Committee, therefore, recommend that the number of toilets, urinals at the platform/waiting rooms should be increased forthwith under intimation to the Committee. The Committee further recommend that the Ministry must ensure that toilets meant especially for the facility of people with special needs and bassinets for infants should be adequately provided both on Railway stations and on running trains. While supplying this reply, the Committee would like to know the total number of existing toilets at the time of presentation of this Report and accretion in the number that took place on the recommendation of the Committee.

127. The Committee have been informed by the Ministry that additional General Manager at Zonal level, Additional Divisional Railway Manager at Divisional level and Station Manager/Station Superintendent at station level are the nodal officers/supervisors who co-ordinate with various departments responsible for sanitation and cleanliness. The Committee desire that Railways should prescribe norms for regular inspections by various officers for all categories of stations and ensure that deficiencies pointed out by the inspecting authorities are actively followed up and rectified. The Committee have been informed by the Ministry that there is no flying squad in the Ministry to conduct surprise check ups with regard to Cleanliness and Sanitations. The Committee, therefore, recommend that the Ministry should formulate a permanent mechanism to conduct such surprise checks. The frequency of these periodic checks should be clearly outlined and the creation of a deterrence should be accorded top priority by the Ministry.

128. The Committee have noted shortcomings in execution of penalty against those involved in defacing of Railway property and littering etc. In this regard the Committee desire that enforcement of penalty and proper fencing should be ensured by the Ministry at the divisional level. Moreover, the Ministry should clearly look at the sources of Garbage generation and try to avoid its spillage on the Railway premises. The Committee have also noted that garbage from the pantry cars is dumped in the station yard itself without adhering to prescribed procedures of further disposal. Apart from the disposable glasses, polythene, water bottle etc. create bulk of the garbage and also block the drain leading to water logging and accumulation of filth. The Committee further strongly recommend that vendors operating on the stations should be directly held responsible for this spillage and should be suitably penalized. The Committee desire that the Ministry should ensure complete and adequate fencing of station premises thus avoiding entry of unauthorized persons like beggars, urchins and unauthorized vendors as they also contribute towards lack of cleanliness and sanitation on the Railway premises. The security on the station premises should be a key concern for the Ministry and presence of unauthorized persons on the station has to be dealt by any renewed mechanism to be devised by Railways in the manner they deem appropriate. The Committee further recommend that penal measures be strengthened to serve as an adequate deterrent against unauthorised occupation and misuse of Railway property.

129. The Committee are perturbed to note the Audit observation regarding heavy absenteeism, poor work ethics and lack of motivation among the Safaiwalas. The Committee are of the opinion that role of the Safaiwalas is very important and low morale of these Safaiwalas will definitely cause sanitation efforts on Indian Railways to suffer. While explaining their case on the matter and the efforts taken to remedy the situation, the Ministry informed the Committee that heavy absenteeism, poor work ethics and lack of motivation among the Safaiwalas is due to multiple factors viz. lack of promotional avenues, low self esteem, lack of variety in work environment, repetitiveness of job, shift duties, etc. The Committee have been further informed that Counselling by supervisors on the job, development of training module and periodic training provision, awards and incentives for outstanding performers, improvement in work environment by increasing mechanized cleaning, better

implements and equipments *viz.* floor scrubber and dryers, floor washing and scrubbing machines, high pressure jet cleaner, wet and dry mops, vaccum cleaners, manual sweeping machines etc. are some of the steps taken to upgrade the morale of these Safaiwalas. The committee are appalled to note that there was no training module for these Safaiwalas and it was only after the Audit observations that the Ministry realized such a need. It is needless to mention that priority be accorded by the Ministry to Sanitation works. The Committee hope that the Ministry will take up this issue in right earnest and also take steps to strengthen the cadre of Safaiwalas.

130. Whilst deposing before the Committee, the Chairman, Railways Board was candid enough in his admission that there lie some anomalies regarding the promotion of Safaiwalas which negatively contributed towards their morale and also affected their performance. The Committee are happy to note this candid admission by the Chairman, nevertheless, they feel that Railway Board has not addressed this problem effectively enough so as to take it to a logical conclusion. In all the information supplied by the Railways to the Committee, it is gleaned that no clear-cut promotional avenues have been put in place to regulate the promotion of Safaiwalas working not only at the platform but also at the yards and other establishments of Railways. The Committee, therefore, recommend that clear-cut and effective promotional policy for Safaiwalas to boost their morale towards their duty should be devised by the Railways within six months under intimation to the Committee and should be implemented expeditiously.

131. The Committee have taken due note of the existing deficiencies in contract management which as observed have led to compromise in quality of service rendered by the contractors and have also resulted in ineffective cleaning initiatives. The Committee have found that the terms and conditions of various outsourced contracts were not well defined. While in some cases the processes and frequencies of cleanliness activities were not defined, in many others, the manpower to be provided and the cleaning machines to be utilised by the contractor, were not spelt out. As a result, the contractors across various zonal railways employed lesser resources thereby compromising the quality of cleanliness. Audit further revealed that penal clauses for unsatisfactory discharge of cleaning activities were not incorporated in five agreements of outsourced works. In three stations, no agreement was entered into though the cleaning activities were outsourced. Award of contracts to the contractors without prescribing any maximum standard that the contractors would have to adhere to and also to the lowest bidder irrespective of viability of rates has been viewed very seriously by the Committee. In this connection, the Committee very strongly desire that the Ministry must fine tune the system of Outsourcing in Railways. The Ministry should explore the possibilities of fixing responsibility on those officials who handed out faulty contracts and must ensure that system for outsourcing is made fool proof. Moreover, the Committee desire that there should be an effective supervisory mechanism in place to ensure that such anomalies are not repeated in future.

132. The scheme 'Clean Train Station' (CTS) was launched in October, 2002, as a major initiative for improving train cleanliness. Under this scheme, mechanised

enroute cleaning of trains was introduced during halts at identified stations on major trunk routes of Indian Railways. As per the scheme select trains were to be cleaned at the nominated stations and necessary arrangements were to be made on the specified platforms in a planned manner. However, to the utter dismay of the Committee it has been found that a large number of nominated trains could not be attended to due to non-placement of the trains on the nominated platforms. At some stations in East Railway, even the nomination of platforms was not done judiciously. Inadequate coordination between departments also resulted in non-availability of adequate infrastructure and requisite time for implementing the scheme. Thus the CTS scheme though ambitious and well intentioned could not achieve its perceived goals. Chairman Railway Board during the course of evidence also apprised the Committee of various initiatives being taken by the Ministry which include cleaning of the trains at their originating point with high powered jet machines. The Committee hope that Ministry will take remedial action to plug the gaps and intensify their efforts towards achieving the said objective of the scheme in a sustained manner.

133. In Committee's view a responsive and effective grievance redressal of passengers at railway stations and in trains with respect to cleanliness and sanitation is of extreme importance in order to restore faith of the travelling passengers on the systems in place in the Indian Railways. Responding to a question about the mechanism evolved by the Ministry in this regard the Ministry informed the Committee that there is a laid down system of registration of complaints including cleanliness, by passengers. At all stations a complaint-cum-suggestion book is maintained with the Station Manager/Station Superintendent. In trains, Guards of passenger and Mail/Express trains carry such complaint books. In addition, the Manager of the pantry car is also required to make the complaint book available to passengers on demand. The complaints/suggestions given by the travelling public are duly acknowledged at the time of registration. The Committee are not happy with the reply of the Ministry. The Committee recommend that the Ministry must strengthen the existing mechanism of grievance redressal. The designated officer meant for the purpose should be easily approachable to the travelling passengers. The Ministry should further ensure that this system is modernized with the effective usage of technology. There should be an automatic system of complaint registration and a time limit should be prescribed for the redressal of these complaints. The Committee strongly recommend the setting up of a call centre especially for the purpose. This facility can also be utilized for voicing and registering security concerns of the travelling passengers. A team of officials should be allocated this task and they should be allocated this function on the running trains. While selecting the team, the Ministry must keep in mind that it displays readiness and cheerfulness in sorting out the problems of those in distress. Moreover contact numbers of the concerned officials should be prominently displayed within the coaches to reassure the passengers on the subject.

134. The Committee have learnt that various flaws exist in the execution of mechanized cleaning in various A and B category stations. The Committee have noted that in major stations like Howrah, Asansol, Bangalore Cantt., Hubli, New Delhi, H. Nizamuddin, Delhi, Chennai Central, Chappra etc. mechanized cleaning remained largely ineffective due to non availability of smooth platform surfaces and various

associated problems. It has been quite clear to the Committee that the Railways tried to execute this program without necessary infrastructure in place. The Committee note that the Ministry's approach in this regard lacked proper vision and comprehensive planning. The Committee are appalled to note that such an ambitious program was initiated without keeping in view the hurdles and possible solutions in mind. The Committee, therefore, very strongly recommend that the Ministry ensure that a suitable infrastructure is laid down to carry out such cleaning on all selected stations. The Committee further recommend that the Ministry must identify the flaws that were not perceived at the Planning stage of this program and take steps to rectify the same without any further loss of time.

135. Providing safe, tasty and hygienic food on Indian Railways is the duty of the Ministry and the concerned Department *i.e.* Indian Railway Catering and Tourism Corporation (IRCTC). The satisfaction level of travelling public which provides revenue to the Ministry should be given top priority. The Committee have noted various complaints regarding lack of hygiene and maintenance of base kitchen in the Railways. The Ministry in their reply have apprised the Committee about various certifications that have been acquired by the house keeping services of the Ministry. The Committee laud the acquisition of the international certifications and hope that the corporation will provide efficient services to the travelling passengers and take into account the various tastes of the heterogeneous travelling public while serving them with smile. The rates of various eatables both on the running trains and on platforms must be rationalized. The Ministry must curb the tendency of various vendors to charge exorbitant prices from the travelling public as far as food and beverage is concerned. The Ministry must inform the Committee about the steps taken in this regard. The Committee further recommend that the menu available on various prestigious trains like Rajdhani, Shatabdi etc. should have more variety and the passengers should be given an opportunity to exercise their choice while selecting the menu. The Committee have also taken note on the fact that outsourcing in catering services has not yielded very satisfactory results. The Committee, therefore, recommend that Ministry should enquire into this matter in depth and if necessary the role of the Indian Railways Catering and Tourism Corporation (IRCTC) be further enhanced to expand its catering services within the running trains and starting more food outlets at the stations. Where any inadequacy is found in getting the quality food by the passengers, the Ministry must take stern action.

NEW DELHI;
17 February, 2009
28 Magha, 1930 (Saka)

SANTOSH GANGWAR,
Chairman,
Public Accounts Committee.

ANNEXURE I

MINUTES OF THE SEVENTEENTH SITTING OF THE PUBLIC ACCOUNTS
COMMITTEE (2007-2008) HELD ON 17TH JANUARY, 2008

The Committee sat from 1600 hrs. to 1830 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

Prof. Vijay Kumar Malhotra—*Chairman*

MEMBERS

Lok Sabha

2. Shri Kirip Chaliha
3. Shri P.S. Gadhavi
4. Shri R.L. Jalappa
5. Shri Brajesh Pathak
6. Shri Mohan Singh
7. Shri Rajiv Ranjan 'Lalan' Singh
8. Shri Kharabela Swain

Rajya Sabha

9. Shri V. Narayanasamy
10. Shri Janardhana Poojary
11. Dr. K. Malaisamy
12. Shri Ravula Chandra Sekar Reddy

SECRETARIAT

- | | | |
|---------------------------------|---|-----------------------------|
| 1. Shri S.K. Sharma | — | <i>Additional Secretary</i> |
| 2. Shri Brahm Dutt | — | <i>Director</i> |
| 3. Shri M.K. Madhusudhan | — | <i>Deputy Secretary</i> |
| 4. Shri Ramkumar Suryanarayanan | — | <i>Under Secretary</i> |

Representatives of the Office of the Comptroller and Auditor General of India

- | | | |
|---------------------|---|-------------------------------|
| 1. Shri Vinod Rai | — | C&AG |
| 2. Shri N.R. Rayalu | — | Dy. C&AG (Railways) |
| 3. Ms. Meera Swarup | — | Principal Director (Railways) |

Representatives of Ministry of Railways (Railway Board)

1. Shri K.C. Jena — Chairman, Railway Board and Ex-officio Principal Secretary to the Government of India
2. Ms. Sudha M. Chobe — Financial Commissioner, Railways & Ex-officio Secretary to the Government of India
3. Shri S.K. Vj — Member Engineering, Railway Board & Ex-officio Secretary to the Government of India
4. Shri R.K. Rao — Member Mechanical, Railway Board & Ex-officio Secretary to the Government of India
5. Shri S.S. Khurana — Member Staff, Railway Board & Ex-officio Secretary to the Government of India
6. Shri V.N. Mathur — Member Traffic, Railway Board & Ex-officio Secretary to the Government of India
7. Dr. V.K. Ramteke — Director General (RHS)
8. Shri M.K. Sinha — Director General(RPF)
9. Shri M. Irshad — Additional Member(ME)

2. At the outset, the Chairman, PAC welcomed the members of the visiting delegation of Finance & Economic Development Portfolio Committee and Public Accounts Standing Committee of Kwazulu-Natal Province, South Africa, Recalling the close historical ties and cultural heritage shared between India and South Africa, the Chairman gave a brief outline of the role of the Public Accounts Committee in Indian Parliamentary System, its origin, composition, scope, functions and achievements in ensuring Executive accountability to the Legislature, Expressing her thanks to the Hon'ble Chairman, PAC for convening the meeting, Ms. Joanne Mary Downs the co-Group Leader and Chairperson of Public Accounts Standing Committee of Kwazulu-Natal Province outlined in brief the functions and working of their Committee. Thereafter, the Chairman and Members of the Committee and the members of the visiting delegation exchanged views, ideas and experiences on the role, functioning and other procedural matters relating to the working of their respective Committees.

The meeting over, the visiting delegation thereafter departed.

3. Thereafter, the Committee took up the oral evidence on Chapter II of C&AG's Report No. 6 of 2007 (Performance Audit) Union Government (Railways) relating to "Cleanliness and Sanitation on Indian Railways." At the outset, the Chairman, PAC extended a hearty welcome to Shri Vinod Rai, who has recently taken over as the Comptroller and Auditor General of India. The Officers of the C&AG of India then briefed the Committee on important points arising out of the aforesaid Audit Report.

4. Then the representatives of the Ministry of Railways (Railway Board) were called in. The Chairman read out the provisions of Direction 58 of the Directions by the

Speaker regarding confidentiality of proceedings. Thereafter, the Committee commenced oral evidence on the subject.

5. The Chairman, Railway Board explained the factual position on the points arising out of the Audit Report and replied to the various points/queries raised by the Members.

6. To certain queries for which the witnesses could not give satisfactory replies, the Hon'ble Chairman directed the representatives of the Ministry of Railways (Railway Board) to furnish the requisite information in writing at the earliest particularly on the issues relating to:—

- Need to select more number of stations per Railway Division for being developed as World class stations;
- Fixing of time frame for repairing/replacing broken/unusable passenger amenities related infrastructure viz. toilets, urinals, watertaps, washable aprons etc.;
- Need for centralized monitoring mechanism at the highest level to coordinate multiple departments regarding cleanliness and Sanitation;
- Need to improve quality and quantity of food supplied in trains;
- Public Awareness campaign in respect of cleanliness and sanitation;
- Number of Station Manager/Health Inspectors against whom action taken for negligence/delinquency of duty in respect of cleanliness and sanitation; and
- Monitoring mechanism for overseeing the performance of outsourced jobs.

7. The evidence on the subject remained inconclusive and the Committee decided to hold another sitting on a subsequent date after the receipt of the written information from the Ministry on the points raised by Members during the meeting.

8. A copy of the verbatim proceedings of the sitting has been kept on record.

The Committee then adjourned.

ANNEXURE II

MINUTES OF THE SIXTH SITTING OF THE PUBLIC ACCOUNTS COMMITTEE
(2008-2009) HELD ON 28TH AUGUST, 2008

The Committee sat from 1130 hrs. to 1330 hrs. on 28th August, 2008 in Committee Room "C", Parliament House Annexe, New Delhi.

PRESENT

Prof. Vijay Kumar Malhotra—*Chairman*

MEMBERS

Lok Sabha

2. Shri Furkan Ansari
3. Shri Vijay Bahuguna
4. Shri Khagen Das
5. Shri Sandeep Dikshit
6. Shri Shailendra Kumar
7. Shri Bhartruhari Mahtab
8. Shri Brajesh Pathak
9. Shri Rajiv Ranjan 'Lalan' Singh
10. Shri Sita Ram Singh
11. Shri Kharabela Swain
12. Shri Tarit Baran Topdar

Rajya Sabha

13. Shri Prasanta Chatterjee
14. Prof. P.J. Kurien
15. Sardar Tarlochan Singh

SECRETARIAT

- | | | |
|---------------------------------|---|-----------------------------|
| 1. Shri S.K. Sharma | — | <i>Additional Secretary</i> |
| 2. Shri A. Mukhopadhyay | — | <i>Joint Secretary</i> |
| 3. Shri Gopal Singh | — | <i>Director</i> |
| 4. Shri M.K. Madhusudhan | — | <i>Deputy Secretary-II</i> |
| 5. Shri Ramkumar Suryanarayanan | — | <i>Deputy Secretary-II</i> |

Representatives of the Comptroller and Auditor General of India

- | | | |
|------------------------|---|----------------------------------|
| 1. Ms. Bharti Prasad | — | Deputy C&AG |
| 2. Ms. Meera Swarup | — | Pr. Director of Audit (Railways) |
| 3. Shri Ashutosh Joshi | — | Director Audit (Railway Board) |

Representatives of Ministry of Railways (Railway Board) and Indian Railway Catering and Tourism Corporation (IRCTC)

1.	Shri K.C. Jena	Chairman, Railway Board
2.	Ms. Sudha M. Chobe	Financial Commissioner, Railways
3.	Shri S.K. Vj	Member Engineering, Railway Board
4.	Shri Sukhbir Singh	Member Electrical, Railway Board
5.	Shri R.K. Rao	Member Mechanical, Railway Board
6.	Shri S.S. Khurana	Member Staff, Railway Board
7.	Shri V.N. Mathur	Member Traffic, Railway Board
8.	Dr. Nalin Shinghal	Managing Director, IRCTC

2. At the outset, the Chairman, PAC welcomed the Members and Audit officers to the sitting.

3. Thereafter, the Committee proceeded to take further oral evidence of the representatives of Ministry of Railways (Railway Board) and Indian Railway Catering and Tourism Corporation (IRCTC), on the subject "Cleanliness and Sanitation on Indian Railways" as featured in Report No. 6 of 2007 of C&AG of India. The Committee were given a brief account of the action taken by the Ministry with regard to the audit findings. The Members then sought clarifications on certain points arising out of Audit Report and the replies furnished by the Ministry on the queries raised in the previous sitting on the subject. Hon'ble Chairman, PAC desired that a questionnaire based on each of the Audit Report comments, duly incorporating the queries of the Members may be sent to the Ministry and they may be asked to give a written submission on these points. The Committee also expressed the view that they may undertake an on-the-spot visit of some railway stations, if so required, during the course of the examination of the subject.

4. A copy of the verbatim proceedings of the sitting has been kept on record.

The Committee then adjourned.

ANNEXURE III

MINUTES OF THE FIFTEENTH SITTING OF THE PUBLIC ACCOUNTS
COMMITTEE (2008-2009) HELD ON 30TH JANUARY, 2009

The Committee sat from 1400 hrs. to 1500 hrs. on 30th January, 2009 in Room No. "139" Parliament House Annexe, New Delhi.

PRESENT

Shri Santosh Gangwar—*Chairman*

MEMBERS

Lok Sabha

2. Shri Sandeep Dikshit
3. Shri Bhartruhari Mahtab
4. Shri K.S. Rao
5. Shri Kharabela Swain
6. Shri Tarit Baran Topdar

Rajya Sabha

7. Shri Raashid Alvi

SECRETARIAT

- | | | |
|--------------------------|---|----------------------------|
| 1. Shri A. Mukhopadhyay | — | <i>Joint Secretary</i> |
| 2. Shri Gopal Singh | — | <i>Director</i> |
| 3. Shri M.K. Madhusudhan | — | <i>Deputy Secretary-II</i> |
| 4. Shri Sanjeev Sharma | — | <i>Deputy Secretary-II</i> |

Officer of the Comptroller and Auditor General of India

- | | | |
|------------------|---|-----------------------|
| Ms. Meera Swarup | — | Pr. Director of Audit |
|------------------|---|-----------------------|

2. At the outset, the Chairman, welcomed the Members of the Committee to the sitting, The Committee then took up for consideration and adoption the draft Report on Chapter-II of C&AG's Report No. 6 of 2007, Union Government (Railways - Performance Audit) relating to "*Cleanliness and Sanitation on Indian Railways*". After some deliberation, the Committee adopted the draft Report with some minor changes and authorized the Chairman to finalise and present the same to the Parliament in the light of factual verification done by Audit.

The Committee then adjourned.

Chapter 2

Cleanliness and Sanitation on Indian Railways

2.1 Highlights

- Railways had neither developed any standards as benchmarks for various cleanliness activities nor a cohesive action plan detailing milestones and the roadmap for achieving them. At the zonal level, the norms were either totally absent or not comprehensive enough, rendering the cleanliness efforts ineffective.

(Para 2.9.1)

- Multiple departments were involved in cleanliness activities leading to lack of coordination among them and rendering the cleanliness efforts ineffective. As such, accountability did not go with responsibility.

(Para 2.9.2)

- Railways neither had any mechanism to assess or control the level of expenditure on maintenance of cleanliness in stations and in trains nor a policy on waste management. Large quantities of garbage were found lying in station premises due to inadequate infrastructure, deficient waste collection and disposal mechanism.

(Paras 2.9.3, 2.9.4 and 2.10.1)

- Inadequate provision of water supply, washable aprons, drains and sewerage system and ineffective utilisation of machines were major handicaps in providing a clean and hygienic environment in the railway premises.

(Paras 2.10.2 to 2.10.5)

- Passenger amenities such as toilets and urinals, drinking water, seating arrangements and waiting halls were not commensurate with the quantum of passengers using them and were poorly maintained, thereby straining existing amenities and hampering cleanliness efforts with passengers overcrowding the station premises. This was further complicated by the failure to prevent unauthorised persons from entering stations premises.

(Paras 2.10.6 to 2.10.8 and 2.10.11)

- Inadequate training compounded with a high incidence of absenteeism among safaiwalas in stations maintained departmentally resulted in deficient performance.

(Para 2.10.9)

- Inadequate mechanism to monitor the work of contractors for outsourced cleanliness activities including pest control and bed linen washing contracts led to compromise in quality of work done.

(Paras 2.10.10, 2.11.2 and 2.11.3)

- **The cleaning of coaches in coaching yards and EMU car sheds was found ineffective as the infrastructure and resources were inadequate and the quality of supervision was deficient. Infrastructure in trains namely, dustbins and toilets, were also inadequate.**

(Para 2.11.1)

- **The Clean Train Station scheme introduced for en route cleaning of trains was largely ineffective due to a number of deficiencies in its implementation.**

(Para 2.11.4)

- **Measures adopted to create user awareness of utilising existing amenities as stations and in trains were inadequate. User abuse of facilities was not monitored effectively. Further, user perception was not being harnessed to bring about improvements in the system.**

(Para 2.12)

2.2 Gist of recommendations

- **Railways should evolve performance criteria or standards for each and every cleanliness related activity and its supervision over all zonal railways. A comprehensive overall action plan at the apex level should be prepared addressing all cleanliness related issues followed by zonal action plans dovetailed with the overall action plan.**
- **Railways should consider rationalising the reporting structure and putting in place a system whereby the responsibility of maintaining cleanliness and hygienic surroundings at railway stations and in trains, exclusively vests with one authority.**
- **Railways need to assess the financial requirements for cleanliness related activities and provide for them in the budget specifically. This would also enable monitoring of the cleanliness initiatives. Similarly, the Railways also need to have an overall financial plan for provision of infrastructure, amenities, user awareness campaigns etc., as per an action plan and actual field requirements.**
- **Railways need to frame a policy on waste management in compliance with extant regulations. A mechanism may be put in place to realistically assess the quantum of garbage generated so that adequate facilities and infrastructure such as dustbins and vats can be provided. Proper collection and disposal of garbage also needs to be ensured.**
- **Railways need to draw up a plan of action with identified milestones for provision of adequate infrastructural facilities such as water supply, washable aprons, drains and sewerage system and machines along with conducive platform surface and ensure that they are maintained properly. Railways also need to provide for adequate infrastructure and resources in coaching yards and trains to enable cleaning of coaches in a more effective manner.**

- For effective and efficient implementation of schemes such as 'Pay and Use' Toilets and 'Clean Train Station', Railways should provide for facilities as planned and ensure proper coordination between the departments besides effective monitoring and supervision.
- Railways need to adequately provide and maintain passenger amenities like toilets and urinals, water booths, seating arrangements and waiting halls commensurate with the quantum of passenger traffic handled at the stations.
- The manpower requirements at the stations need to be reviewed and provided for, apart from instituting a mechanism for training and controlling absenteeism. Further, quality benchmarks should be prescribed for outsourced cleanliness related activities. Quality of supervision should also be improved.
- Railways should institute a sustainable mechanism to restrict entry access to prevent unauthorised entry into station premises.
- Railways should strive to enhance the level of user awareness on a large scale and to initiate effective means of harnessing user perception to bring about improvements in the system.

2.3 Introduction

Railways are the most preferred mode of transport for the masses in India, running 9,000 trains reaching 8,000 stations and handling approximately 1.4 crore passengers per day. One of the commitments of the Railways in its 'Citizen's Charter on Passenger Services on Indian Railways' is to provide safe and dependable train services to the passengers and ensure adequate passenger amenities in trains and at railway stations, which includes provision of clean and hygienic surroundings both at railway stations and in trains. The charter also lays down railways' commitment towards setting up a responsive and effective grievance redressal machinery for time bound resolution of complaints and grievances of the passengers.

2.4 Organisational structure

A number of directorates in Railway Board are responsible for dealing with the issue of cleanliness in the Railways. While Mechanical and Engineering directorates are responsible for maintenance and cleanliness of coaches in service, the Health Directorate is responsible for cleanliness of a few railway stations through Chief Health Inspectors (CHI). However, the overall cleanliness at railway stations is the responsibility of Chief Commercial Managers in zonal railway Headquarters and Divisional Railway Managers in Divisions, under the overall direction of the Commercial directorate.

2.5 Audit Objectives

The review on cleanliness and Sanitation of Indian Railways was carried out with view to assess whether:

- the plans and policies framed to maintain cleanliness and management of waste generated in railway stations and in trains were adequate;

- the cleanliness and sanitation measures undertaken by Indian Railways at railway stations were adequate and effective;
- cleanliness and sanitation measures undertaken by Indian Railways in trains were adequate and effective; and
- the feedback mechanism was adequate and useful in improving the system.

2.6 Audit scope and methodology

The present review was confined to cleanliness on station premises and in trains including their cleaning in coaching yards and EMU car sheds. Station cleanliness covers cleanliness in the circulating area, outside the station building and inside the station including platforms, the concourse, track within the station area, foot over bridges, drains etc. The policy decisions taken by Railway Board during the past five years in respect of cleanliness and sanitation were studied and their implementation over various zonal railways was reviewed on a selected sample of stations, trains and coaching yards. In addition, schemes for improving cleanliness and sanitation on stations and trains *viz.* 'Pay and Use Toilets' and 'Clean Train Station' were also reviewed.

The records relating to planning, policy decisions and implementation of these decisions were studied over various zonal railways. Joint inspections with railway authorities were carried out on the stations, trains and coaching yards to capture the actual conditions in the field.

A survey questionnaire was developed in consultation with Consumer Coordination Council, Noida and was administered on randomly selected passengers (3,719 respondents) on fifteen¹ selected stations to assess the passengers' perception on various aspects of cleanliness and their views on level of cleanliness on stations and in trains over Indian Railways. An attempt was also made to grade the stations based on the existence of a few identified parameters and their standard of maintenance as observed during the course of audit and joint inspections (**Annexure XIX**).

2.7 Sample selection

Railways categorise stations on the basis of earnings. This categorisation has been followed in the selection of the sample size also as it broadly reflects the number of passengers using a station. A Sample of 358 stations from various categories was selected for undertaking the review. Thirty two coaching yards and nine EMU car sheds were also selected over all Indian Railways (sixteen zonal railways and Metro/Kolkata) including 128 trains for cleaning and maintenance of trains. Further, en-route garbage collection was also reviewed in 39 selected trains (**Annexure. XX**).

2.8 Acknowledgement

The audit plan and methodology including the audit objectives were discussed by Principal Directors of Audit in all zonal railways with the respective General

¹ New Delhi, Delhi, Hazrat Nizamuddin, Mumbai Central, Mumbai CST, Dadar, Howrah, Sealdah, Kharagpur, Chennai Central, Chennai Egmore, Secunderabad. Ahmedabad, Guwahati and Gorakhpur.

Managers and concerned departmental heads in the entry and exit conferences. The input provided on various aspects including suggestions for sample selection is acknowledged with thanks. The co-operation extended by Railway Board and all zonal railways during the course of audit and the support provided by railway officials while conducting joint inspections in the field is appreciated. The review note was discussed by Deputy Comptroller and Auditor General with the Chairman, Railway Board and other Members in the exit conference after issue to the Ministry of Railways in November 2006.

2.9 Plans and policies

Railway Board had issued instructions on various cleanliness related aspects from time to time. In this regard, a Sanitation Manual was brought out in August 2000. The manual did not address all the problems identified comprehensively and left various areas such as waste management uncovered. The manual was under revision (October 2006).

A working group comprising five officers of Railway board constituted to work out constructive suggestions for cleanliness at stations and on trains suggested (September 2002) an action plan for development of infrastructure, tools, delegation of powers and budget allocation, public-private participation, education of users, modification in coaches, amendment in rules and improving staff motivation. 'Operation Cleanliness' was launched on 15 August, 2002 and a Task force was constituted to address the issues of assessment of cleanliness gadgets and manpower.

This review of cleanliness and sanitation was undertaken against the background of the above mentioned policy decisions and revealed inadequacy of standards, action plan and norms on cleanliness, absence of an unified department responsible for cleanliness and involvement of multiple departments, insufficient expenditure on cleanliness and inadequacy of policy on waste management as brought out below.

2.9.1 Inadequacy of standards, action plan and norms on cleanliness

Maintaining a clean and hygienic environment in station premises and in trains by Indian Railways is imperative since an average of 1.4 crore passengers frequent the railway stations and travel in the trains every day all over the country. It is, therefore essential that quality standards in line with international best practices providing benchmarks or goals are prescribed, along with a comprehensive action plan, identifying milestones and providing a road map. The action plan should translate into norms for every cleanliness related activity to achieve the prescribed standards. It was observed that:

- Railways were yet to adopt any standards or performance indicators (i.e. the expected quality of the outcome) for any cleanliness related activity carried out in stations and in trains against which the actual performance could be judged. Standards for supervision were also not prescribed for any cleanliness related activity on stations and in trains.
- Cleanliness was largely viewed as a secondary activity, subservient to other activities such as maintenance, as was done in the coaching yards, where

while certifying a train as fit for next journey, the certificate provided was limited to maintenance of coaches and the cleanliness activities carried out were not certified.

- Railway Board issued directives to all zonal railways (November 2002) to come up with their own short-term, medium-term and long-term action plans on issues identified by the working group and implement them in a time bound manner. However, Railway Board neither set any milestones nor any roadmap for comprehensively addressing the issue of maintenance of cleanliness and sanitation on railway premises. There was no comprehensive action plan at the all India level with specific targets and lines of action.
- Further, action plans, even on these limited issues, were not prepared by eight out of the sixteen zonal railways (WR, SR, NEFR, ECR, SWR, NCR, WCR and SECR). Wherever prepared, action plans were not related to availability or augmentation of infrastructure and requisite resources. As such, these plans were not realistic and, thus, not very practical. Consequently, most of the issues set out even under short term and medium term plans were either not implemented or were implemented only partially.
- Emphasis was given more on short term campaigns and occasional cleanliness drives instead of having a regular, sustained plan for cleaning the premises (CR, SER, NR and NWR). The action plans of different divisions of ER revealed the priority areas differed from division to division, and were not in conformity with that of the zonal headquarters.
- In order to lay down norms for specific cleanliness related activities, zonal railways were required to issue joint procedural orders/circulars laying down norms for cleaning activities on railway premises. It was observed that while two zonal Railways (NCR and SWR) did not issue any Joint Procedure Orders (JPOs), those issued by eleven zonal railways were without defining any norms (process/frequency).
- The JPOs issued by various divisions of ER, SER and ECoR did not address the issue of cleanliness in trains and also left various areas in the station premises such as ceilings of platforms, retiring rooms, waiting rooms, drains, tracks beyond platform area, water booths etc., uncovered. In SER, these orders were not circulated to station authorities for implementation, defeating the very purpose for which they were framed. These JPOs also did not prescribe any norms for supervision.

Due to absence of standards, cleanliness initiatives were carried out without accountability and the Railways had no mechanism to assess the effectiveness of the various measures. Absence of a comprehensive action plan at the apex level led to efforts towards cleanliness remaining as isolated efforts, with sporadic instructions being issued from time to time without being cohesive. Thus, the planning itself was deficient and resulted in poor cleanliness and sanitation on the Railways as brought out in subsequent paragraphs.

Recommendations

Railways should evolve performance criteria or standards for each and every cleanliness related activity and its supervision over all zonal railways. Planning should be systematic with an overall action plan at the apex level comprehensively addressing all the issues relating to cleanliness followed by zonal action plans dovetailed with the overall action plan for achievement of the prescribed standards and translated into orders at the micro level detailing processes, frequencies and responsibilities of all activities including supervision.

2.9.2 Multiplicity of departments involved in maintaining cleanliness

Ideally, a unified command structure in the organisational hierarchy would ensure accountability and thereby effective performance of a function. Where a number of departments are responsible, coordination and co-operation among them is paramount to ensure effectiveness.

The responsibility of maintenance of cleanliness on railway premises rested with a number of departments viz. Commercial, Medical, Engineering, Mechanical, Electrical etc. While the Engineering department looked after the construction, repair and maintenance of civil engineering works, the cleaning of station premises and coaching yards rested with Medical, Commercial and Mechanical departments. Of the 298 stations (A, B and C categories selected for review in audit, Medical department was responsible for maintenance of cleanliness on 128 railway stations and Commercial/Operating department was responsible for maintenance of cleanliness on 160 railway stations. Six stations were jointly maintained by the Commercial and Medical departments while four stations were maintained by the Engineering departments. Thus, there was no rationale behind some of the stations being looked after by Medical and some by Commercial departments and the responsibilities were vested with these departments historically. It was further observed that:

- Besides maintaining cleanliness in stations maintained by the Medical department, the Chief Health Inspector/Health Inspector (CHI/HI) was also responsible for health education of the railway community, participation in health programmes, inspecting and ensuring quality of food and water sold on stations and in colonies etc. As a result, their focus on maintaining cleanliness on railway stations was diffused. Further, the reporting structure was also complex since the CHI/HI reported administratively to the Station Manager and functionally to the Senior Divisional Medical Officer or Chief Medical Supervisor in Medical department.
- Station Masters/Managers are primarily responsible for operations such as reception and departure of trains from the station, shunting of trains, management of signals and level crossings, undertaking operating inspections of the station, repair and maintenance of station buildings, tools and equipment, water supply arrangements etc. Cleanliness, thus, was a very low priority area for them in view of the wide spectrum of responsibilities.

- Further, the responsibility for maintenance of cleanliness even within the station premises rested with different departments. For instance, within the station premises the responsibility of cleaning the walls up to six feet (three metres in some cases) rested with the Medical/Commercial department whereas above six feet (three metres in some cases) the Engineering department was responsible. Similarly, for the foot over bridges on the platform, while the responsibility of cleaning the steps rested with Medical/Commercial department, cleaning the ceilings of the foot over bridges was the responsibility of the Engineering department. Cleaning of electric fittings and fans was the responsibility of Electrical department while the Signal and Telecommunication department was responsible for clocks and speakers. This resulted in areas being left unattended to due to lack of coordination.
- Though the Station Manager was made responsible for all cleanliness activities, the staff of engineering, electrical, signal and telecommunication departments worked under the administrative control of their respective departments. At the lowest level, cleanliness activities were carried out by safaiwalas. However, there was no unified cadre of safaiwalas and the various departments controlled their respective cadres of safaiwalas.
- Even at the Railway Board level, different directorates were responsible for different areas of cleanliness related activities and schemes. This would affect policy making and development of a comprehensive action plan at the apex level including budgetary considerations.

The Railways replied (December 2006) that instructions had been issued in 2001 regarding the administrative arrangements. They also stated that exclusive Health Inspectors were to be provided at important stations under the administrative control of the Station Manager and that service improvement groups had been formed for ensuring upkeep of passenger amenities. However, these efforts were not adequate as even five years after the issue of these orders coordination problems continue. This is substantiated by the adverse impact on cleanliness levels as brought out in this report.

Recommendations

Railways should consider rationalising the reporting structure and putting in place a system whereby the responsibility of maintaining cleanliness and hygienic surroundings at railway stations and in trains, exclusively vests with one authority. Alternatively, the mechanism for ensuring coordination and co-operation amongst the various departments should be strengthened.

2.9.3 Insufficient expenditure on cleanliness

The Working Group on Cleanliness suggested creation of a separate minor head under Operating Expenses — Traffic to book all the expenses of operating nature for cleanliness and housekeeping of stations, platforms, concourses and other areas. However, the expenditure on various cleanliness activities was booked to different accounting heads depending upon the department undertaking the activity. The

Railways did not have a mechanism to either assess the extent of expenditure incurred on cleanliness or to monitor this activity. As a result, budgetary provisions were also not coordinated and there was no overall financial plan to tackle cleanliness related issues.

The infrastructure such as station buildings, platforms, foot over bridges, booking offices, washable aprons, drains, water supply, waiting hall/shed, seating arrangements etc., which impact the cleanliness levels is booked to Plan head 'Passenger Amenities'. Even under this Plan head the Railways spent Rs. 256.24 crore during 2005-06, equivalent to only 1.5 per cent of the total capital expenditure incurred and 1.69 per cent of the earnings from passengers services. Thus, the Railways had spent a very small amount for providing infrastructure and amenities to the passengers on railway stations. This resulted in inadequate infrastructure, amenities and resources which had an adverse impact on the cleanliness and sanitation levels of railways premises as detailed in subsequent paragraphs (Paragraphs 2.10.1 to 2.10.8).

In addition, no separate imprest was provided with Station Managers for purchase of cleaning items. Wherever required, these had to be purchased from the regular imprest meant *inter alia* for a variety of miscellaneous expenditure not necessarily related to cleanliness. Even this regular imprest was not provided to the Station Managers in many stations. On some stations, imprest provided was inadequate. The quantum of imprest was also not laid down and varied from as little as Rs. 100 (Majerhat, ER) to Rs. 5,000 (Pune, CR). As a result, there was a shortage of even basic consumables such as bleaching powder, phenyle, lime, brooms etc.

Recommendations

Railways need to assess the financial requirements for cleanliness related activities and provide for them in the budget specifically. This would also enable monitoring of the cleanliness initiatives. Similarly, the Railways also need to have an overall financial plan for provision of infrastructure, amenities, user awareness campaigns etc. as per an action plan and actual field requirements.

2.9.4 Policy on waste management

Railways generate large quantities of waste on railway stations and trains consisting of disposable packaging waste (both paper and plastic) and food waste etc. Effective waste management includes assessment of garbage generated, provision of infrastructural facilities, arrangements for collection of waste, their segregation and disposal duly complying with the extant rules and regulations. A review of waste management in railway stations and trains over various zonal railways revealed the inadequacies in the waste management policy as brought out below:

2.9.4.1 Lack of assessment of quantum of garbage generated

Solid waste management begins with the assessment of the quantum of garbage generated at stations and in trains. This essentially provides the basis for assessing the infrastructure required for collection and disposal of waste. Review of selected stations over all zonal railways revealed that Railways did not have any mechanism to realistically assess the quantum of garbage generated at any of these stations.

However, Rail India Technical and Economic Services Limited ² (RITES) had estimated that on an average 64 grams of garbage was generated per passenger per day in railway stations on Indian Railways. Over the years, with increased usage of disposable packaging material including plastic water bottles and aluminum foils, this quantum (which was assessed more than ten years back), would only have increased considerably³. Nonetheless, using the estimate of 64 grams per passenger per day, the garbage generated at some selected stations which handle more than 50,000 passengers per day was assessed in audit as a test case to evaluate whether Railways were geared towards handling the garbage generated at these stations.

It was observed that garbage disposal was far below garbage generated in most of the important stations as shown in the following table:—

Name of the stations	Zonal Railway	No. of passengers per day	Estimated quantity of garbage generated per day @ 64 gms per passenger (Metric tones)	Quantum of garbage disposed per day (Metric tones)	Difference (Col 4-5) (Metric tones)
New Delhi	NR	390000	24.96	15.00	9.96
Delhi	NR	320525	20.51	10.00	10.51
Mumbai CST	CR	310415	19.87	0.50	19.37
Ahmedabad	WR	69755	4.46	0.35	4.11

Consequently, large quantities of garbage were either not reaching the vats or were strewn all over the place in the surrounding areas and around the vats at any given point in time creating an unhygienic atmosphere within the station premises. Large quantities of garbage were removed sporadically once in a while. Moreover, in the absence of any assessment of quantum of garbage generated, the infrastructure provided for garbage collection and arrangements made for garbage disposal in railway stations were adhoc and inadequate as discussed in paragraph 2.10.1. The Railways have stated that the deduction that large quantities of garbage were not reaching the vats was hypothetical. However, the statement is not tenable, as the Railways do not have an independent assessment of garbage generation. Further, the garbage strewn around in the station premises substantiates that audit view.

2.9.4.2 Non-segregation of solid waste

As per the Municipal Solid Wastes (Management and Handling) Rules, 2000, solid waste generated should be segregated into biodegradable and non-biodegradable by providing separate bins for garbage collection. With increasing use of various kinds of packaging material for food items including plastic, segregation becomes all the more important. Thus, it is necessary that the terms and conditions of the catering contracts bind the contractors to adhere to these laws failing which penalty would need to be levied.

² A Public section undertaking under the Ministry of Railways.

³ A study by Barod a Staff College estimated that 47 Rajdhani Trains, carrying on an average 1000 passengers per day, serving three meals in 15 packages would generate 77.20 crore units of waste packages per year.

A review of the standard conditions of contracts of Indian Railways Catering and Tourism Corporation (IRCTC) revealed that there were no provisions regarding either proper disposal or segregation of waste before its disposal. Further, no penalty was prescribed for improper disposal of waste. Inspection of railway station over various zonal railways also revealed that except in Gwalior and Jhansi, there was no mechanism to segregate biodegradable and non-biodegradable waste in any railway station, including at the four metropolitan cities *i.e.* New Delhi, Kolkata, Mumbai and Chennai. All kinds of garbage recyclable and non-recyclable were collected in the same bins, in violation of extant rules.

Recommendations

Railways need to frame a policy on waste management and lay down a mechanism whereby the quantum of garbage generated on stations (including garbage collected from trains disposal off at nominated stations) can be assessed realistically so that adequate collection, segregation and disposal facilities along with necessary infrastructure can be put in place by the authorities. The policy should be in compliance with extant regulations and be applicable even in the case of outsourced contracts.

2.10 Cleanliness of railway stations

Cleanliness in stations includes maintaining cleanliness in the circulating area outside the station buildings and on platforms, in the concourse, waiting rooms, retiring rooms, toilets, tracks adjacent to platforms, foot over bridges and drains and sewers inside the stations premises in addition to a proper waste management system.

For providing a clean and hygienic environment to the passengers in railway premises, the Railways need adequate infrastructure as well as amenities commensurate with the quantum of passenger traffic handled at stations. Railway Board laid down guidelines (June 2003) prescribing a quantitative scale of minimum essential amenities for each category of station. These amenities were to be augmented at a higher scale based on actual passenger traffic handled and were called 'recommended amenities'. Some of these amenities have a direct bearing on cleanliness of stations such as drinking water, seating arrangements, waiting halls, toilets and urinals. The deficiencies in these areas were also pointed out in audit earlier⁴. In addition, Railway Board also introduced the scheme of 'Pay and Use toilets' for improving sanitation on railway stations.

The railway stations are maintained either departmentally through safaiwalas or through outsourced agencies. Effective manpower management and contract management are, therefore, essential. This apart, the Railways should have a mechanism to prevent unauthorised use of stations as well as an effective monitoring mechanism in place to ensure quality in all cleanliness related activities.

A review revealed deficiencies in waste collection and disposal mechanism, inadequacies in the provision of infrastructure such as water supply, washable

⁴ Chapter 2 of the Report of the Comptroller and Auditor General of India Union Government (Railways) No. 9A of 2002.

aprons, drains and sewerage system etc, inadequacies in the provision of passengers amenities such as toilets and urinals, drinking water, seating arrangements and waiting halls, inadequate training compounded by a high incidence of absenteeism among safaiwalas, deficiencies in contract management, widespread unauthorised use of station premises and a deficient monitoring mechanism as brought out in the following paragraphs.

2.10.1 Inadequacy of infrastructure and ineffective wastemanagement

The implementation of the process of waste management includes collection of all the generated waste in dustbins and vats, after due segregation into biodegradable and non-biodegradable waste and disposal at regular intervals adhering to the laid down rules and procedures.

2.10.1.1. Inadequate dustbins

Dustbins are primary garbage collection points within the station premises. It is necessary that dustbins are provided in adequate numbers and at convenient location so that passengers/users could use them conveniently. Railway Board, however, had not prescribed any scale for providing dustbins in the stations. It was observed that:

- Requirement of dustbins was not assessed by railways in 76 per cent (250 out of 329 stations⁵) of the stations reviewed. Even where assessments were made, the dustbins were far short of the assessments.
- Thus, only 25 stations out of a total of 329 stations reviewed were provided with dustbins as per the assessed requirement. Further, there were lacunae even in the assessments.
- The criteria adopted for assessment of number of dustbins was not clear in most of the stations. For instance, the requirement of dustbins in Rai Bareilly having an area of 42,713 sqm and Guntur having an area of 43,238 sqm, catering to 4,525 and 18,530 passengers per day was assessed as one and two respectively.
- Forty-two Stations including Saharanpur, Unnao, Siwan, Raipur etc. did not have a single dustbin on the date of joint inspection.
- A comparison of total area in the station premises, number of platforms and the dustbins provided on 19 A category stations handling more than 35,000 passengers per day revealed that the number of dustbins provided was grossly inadequate (**Annexure XXI**). There were no laid down norms for providing dustbins on railway stations and the number of dustbins per 10,000 passengers ranged from as low as less than 0.17 in Bardhaman to 28.50 in Chennai Central. Similarly, one dustbin was catering to an area ranging from 246.39 sqm in Hazarat Nizamuddin station as compared to 21.769 sqm in Bardhaman.

⁵ Of the total 358 stations reviewed, information in respect of 29 stations (C,D, and E) category not available.

- Dustbins were found in broken/defective condition, overflowing with garbage or were not located at convenient places in a large number of stations. The frequency of emptying the dustbins was also not laid down.
- During the joint inspections, garbage was found lying scattered all over the premises, on platforms in circulating areas and in other open areas in 62 stations. Further, it was seen that garbage was being thrown on the platforms by the users and subsequently swept out and thrown on the side of the track by the safaiwalas in 73 stations and there was no proper mechanism of collecting the same for disposal. This included important stations, such as New Delhi, Hazrat Nizamuddin, Delhi, Bhubaneswar, Rourkela, Durgapur, Ranchi, Bhopal, Mysore, Hubli, Ahmedabad, Ratlam, Jammu Tawi, Guwahati, Tirupati, Dadar etc.
- Signages indicating the location of dustbins were not available on any of the stations selected in the sample.

Thus, inadequate provision of dustbins and their poor condition rendered the process of garbage collection from its point of origin ineffective.

In the survey conducted on important metro stations of Indian Railways, 60 per cent of respondents felt that the dustbins at railway stations were not adequate. Further, 62 per cent of passengers were of the opinion that dustbins were not conveniently located and 76 per cent, an overwhelming majority, opined that they were unclean, overflowing with garbage or unusable. The respondents also suggested use of bigger dustbins and of better design.

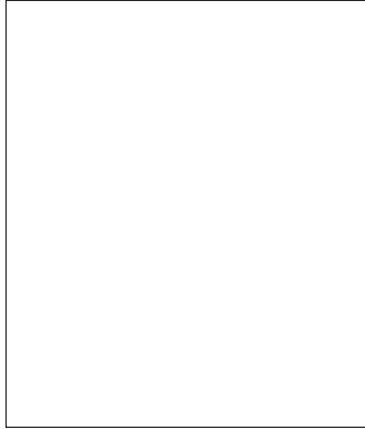
2.10.1.2 Inadequate vats and waste disposal system

Vats are secondary collection points where the garbage collected from dustbins and garbage offloaded from trains is dumped for further carting away to landfill sites. These are usually located in the circulating areas inside the station premises. Garbage disposal from vats on stations was largely outsourced by Indian Railways. Out of 276 A, B and C category stations garbage collection was outsourced in 145 stations. Out of the remaining stations, while disposal in some stations was carried out by the local municipal authorities, in a large number of stations, there was no formal mechanism for disposal of garbage and the garbage collected from the stations was dumped in open areas outside the station premises.

As already pointed out in paragraph 2.9.4.1, the quantum of garbage disposed was much lower than the garbage generated at the stations. It was seen that:

- The quantity to be handled was not prescribed in the garbage disposal contracts in 107 out of 145 stations. Penal clauses for deficient performance were not incorporated in outsourced contracts of 26 stations. Even where the penalty clauses were included and penalties imposed, the amounts were too meagre in some railways to act as an effective deterrent for deficient performance.

- The frequency prescribed for garbage collection was not followed and garbage was not collected completely from vats with the results that heaps of garbage were found scattered near the vats on various stations including Delhi station. Cases were also noticed, where the frequency of garbage disposal was just once/twice in a week and even this was not adhered to by the contractors. The only record maintained to monitor the contractual work was a Log Book, which did not contain any indication of the processes and frequency actually followed and the quality of work done. For instance, at Ludhiana the garbage collected was dumped by the contractor within the station premises, though the contract clearly specified that it should be disposed off at a place at least five kms. away from the station premises.



Garbage scattered outside vat at Delhi

- Vats were not provided in 78 out of 276 stations visited. Where vats were not provided within the station premises, the garbage collected from the dustbins had to be taken to the municipal vats outside the station premises. However, in the absence of regular collection of garbage from these vats the approach road to stations remained dirty and littered with garbage. Sixty per cent of the respondents to the survey also opined that the approach roads were generally dirty.
- The entry points for vats were found blocked by carts, porters and vehicles, which prevented collection of garbage in dustbins and vats for final disposal in 18 stations.
- Even in stations where garbage disposal was managed departmentally, there was no laid down process and frequency. Garbage from the vats was not removed regularly. As a result, they were found overflowing with garbage.
- In violation of extant regulations, garbage was being burnt in 26 stations, which included important stations such as New Delhi, Hazrat Nizamuddin, Mumbai CST, Kalyan, Dadar, Dombivili etc.
- In smaller stations belonging to the D and E category, garbage disposal was virtually non-existent. Garbage was either burnt or thrown out in the open at one end of the platform or outside the station premises in low lying areas.

Thus, the garbage disposal mechanism as well as the infrastructure was inadequate and the Railways were not able to effectively dispose off the garbage generated within the station premises or offloaded from trains.

Recommendations

Railways need to prioritise provision of garbage collection units such as dustbins and vats after assessing the requirement on a realistic basis and ensure proper collection and disposal of garbage. Both responsibility and accountability should be clearly identified to enable action for deficient performance.

2.10.2 Inadequate water supply

Adequate water supply is essential for washing the coaches, concrete washable aprons, cleaning platforms and to maintain cleanliness in toilets and urinals and other passenger amenities on station premises. It was observed that out of 298 stations (A, B and C categories) reviewed, water supply was inadequate on 34 stations over various zonal railways including stations like New Delhi, Amritsar, Howrah, Sealdah, New Jalpaiguri, Gondia, Visakhapatnam, Hubli, Arakkonam, Jammu Tawi, Ranchi, Ratlam, Vadodara etc. Twenty-one per cent of D and E category stations also had water problems. Deficient water supply hampered cleaning of washable aprons and toilets as brought out below.

2.10.3 Inadequacy of washable aprons

Cement concrete washable aprons with built in high-pressure jet pumps are extremely essential to keep the tracks between platforms clean of night soil and also to clean the coaches of short distance trains that return to their originating stations without any primary or secondary maintenance in coaching yards. The absence of washable aprons results in accumulation of night soil and garbage on the track within the station premises seriously compromising hygiene and resulting in increased pests/rodents. Railway Board directed (June 2003) zonal railways that washable aprons should be provided in a planned manner to cover stations from where trains terminate or originate or stop for longer duration in the morning hours. Provision of washable aprons on category A stations over various zonal railways revealed that washable aprons were either not provided at all or were not provided on tracks between all platforms in 69 per cent of the A category stations reviewed (**Annexure XXII**). It was further observed that:

- Existing washable aprons were not maintained properly and were found in broken condition in 15 stations including important stations such as Mumbai Central, Bandra Terminus, Sealdah, Kharagpur, Ranchi, Bilaspur, Lokmanya Tilak Terminus, Pune, Surat, Ballarshah etc.
- Non-availability of washable aprons and poor maintenance of existing washable aprons compounded by the inadequate water supply restricted the use of machines for cleaning. Consequently, the night soil and waste collected near the tracks had to be disposed off manually, even though manual scavenging was banned by Government of India through the 'Employment of Manual Scavengers and Construction of dry latrines (Prohibition) Act 1993' and Supreme Court had also issued directions regarding the same.

Railways stated (December 2006) that delays in providing these aprons were mainly due to long traffic blocks required and that the design was undergoing

changes. The Railways' reply only underlines the fact that non-provision of washable aprons and deficient maintenance of the existing ones has compromised effective cleaning of railway tracks adjacent to platforms. This also violates the directives of Government of India and the Supreme Court banning manual scavenging.

2.10.4 Inadequacy of drains and sewerage system

Maintenance of a main drainage system to ensure easy and free flowing of waste water and cut out/ side drains at intermediate points of station buildings and platforms to carry waste water to the main drain are vital in ensuring that the environment is hygienic and in sanitised condition. Review of the stations and joint inspections conducted over various zonal railways revealed various problems such as blockage of drainage systems with weeds, refuse and silt resulting in stagnation of waste water (101 out of the 358 stations reviewed), poor design of the drains with incorrect gradients, absence of cut out drains or links to the main drains, poor maintenance resulting in broken and dilapidated drains etc. These included important stations such as Mumbai CST, Howrah, Bangalore City, Dadar, Mumbai BCT and Bhubaneswar.



Open drain near Platform No. 8 at Dadar

Thus, due to non-provision and inadequate maintenance of drains and sewerage lines, the drains meant to clear waste water and to maintain healthy surroundings were, instead, health hazards in themselves.

2.10.5 Ineffective utilisation of machines

Over the past few years, the Railways have introduced use of various machines for cleaning within railway premises. Various machines such as flipper machines, vacuum blowers, dry vacuum sweepers, high pressure jet machines, wet scrubber dryers etc., were introduced for cleaning of floors and platform surfaces in the station premises. Maintenance of smooth platform surfaces is vital to ensure that cleaning activities undertaken through machines are effectively carried out. Review in audit and joint inspection of selected stations across various zonal railways revealed that:

- Of 298 stations reviewed, cleanliness activities were mechanised fully only in five⁶ A category. The activities were partially mechanised in 58 A category and 30 B and C category stations and in the remaining 205 stations the activities were still being carried out manually. Thus, though mechanised cleaning in stations covering all important areas was envisaged as far back as August 2000, Railways have not taken it up on the required scale.
- Even where introduced, mechanised cleaning remained mostly ineffective, as smooth platform surfaces for facilitating use of machines were not ensured. Platforms at a number of stations including important stations were uneven,

⁶ Ambala, Kathgodam, Hubli, Bangalore City and Bhopal

damaged at places, brick laid or covered with bitumen, which prevented usage of machines for cleaning.

- In many stations, the floor of only the main platform was conducive to mechanised cleaning, while the other platforms could not be washed due to their uneven surface.
- Major stations where mechanised cleaning was hampered due to the above mentioned reasons included Howrah, Asansol, Bangalore Cantt, Hubli, New Delhi, H. Nizamuddin, Delhi, Chennai Central, Chhapra, Gorakhpur, Gonda, Lucknow, Mau Jn., Hubli etc.
- Apart from the above, mechanised cleaning was also hampered due to machines remaining out of order, non-availability of electric points, lack of trained staff to operate the machines, etc., on stations such as Sealdah, Mumbai Central, Patna and Bhubaneswar.

As a result, mechanised cleaning, which is a superior means of maintaining cleanliness on station premises remained largely ineffective.

Recommendations

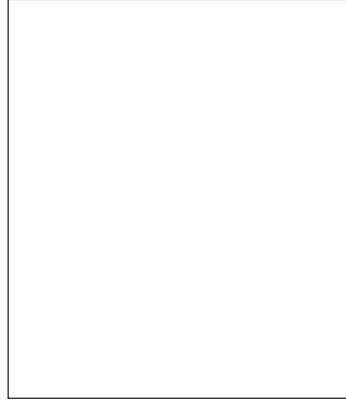
Railways need to draw up a plan of action with identified milestones for provision of adequate infrastructure namely water supply, washable aprons, drains and sewerage system and machines along with conducive platform surfaces for each station duly prioritising requirements. The repair and maintenance of the infrastructure so created should be ensured through a suitable monitoring mechanism.

2.10.6 Inadequate toilets and urinals

Railway Board prescribed a minimum requirement of ten toilets and ten urinals for A Category, six each for B category and four each C category railways stations to be provided on platforms as well as waiting halls/sheds. It was seen that—

- Of the 298 stations reviewed, 128 stations had not provided for required number of toilets as per the minimum scale (**Annexure XXIII**).
- The joint inspection of stations revealed that there was no water supply in urinals and toilets provided on station premises over 21 stations, including New Delhi, Amritsar, Sealdah, Bardhaman etc.
- During joint inspections, the existing toilets and urinals were also found in unusable condition due to water logging, leaking roofs, broken taps, broken pans, tiles and walls, missing outlets and pipes, broken or non-functional cisterns, poor lighting etc. The cleaning of the toilets including the ladies' toilets was also extremely poor with stagnation of waste and emitting foul smell.

- The toilets were found locked at a number of stations due to various reasons such as wrong location, non-availability of water etc. For instance in Midnapur station of Kharagpur division on SER, it was observed that a toilet had been constructed in between platform Nos. 2 and 3 and adjacent to the track. The toilet was, however, kept locked, as it was not safe for the public to use it. At Jamalpur on ER, the toilets were used for storage and kept locked.



- Further, in some stations, toilets for handicapped were found inaccessible.
- The above mentioned deficiencies in infrastructure were also indicative of deficient planning and coordination between various departments.

Inaccessible toilet for the handicapped at Dadar

Non-availability of required number of toilets and their unusable condition deprived passengers of a vital amenity and led to open defecation, creating an unclean and unhygienic condition in station premises.

Further, Railway Board had framed detailed guidelines in May 2000 for construction, maintenance and operation of 'Pay and Use' toilets for improving sanitation at stations. Normal 'Pay and Use' toilets were to be provided at all A, B and C category stations in both circulating areas as well as on all island platforms, whereas the ambitious 'Deluxe Pay and Use' toilets with value added services were to be constructed by professional organisations and provided at all A category stations. The normal 'Pay and Use' toilets were to be constructed and maintained by the Railways, but their operation and cleaning was to be handed over to private organisations/contractors. Audit review disclosed that:

- Work studies to determine the scale of facilities to be provided in normal 'Pay and Use' toilets were not conducted in 142 stations out of 237 (298-61) stations reviewed. However, the number of 'Pay and use' toilets provided was much lower than the numbers assessed.
- Of 298 A, B and C category stations 'Pay and Use' toilets were not provided at all in 61 stations. In 135 stations these were not provided on island platforms. Toilets for handicapped passengers were not provided in 118 stations.
- Sixty-six toilets were found locked/unfit for use due to infrastructural problems on 33 stations including Mumbai CST, Bandra Terminus, Kanpur, Gwalior, Jhansi, Pune, Khudra Road, Vizianagaram, Kanyakumari, Yeshwantpur, Kanpur, Bangarpet, etc.
- Further, 'Pay and Use' toilets constructed at Amritsar, Beas, Jalandhar City, Pathankot and Chakkibank stations of Ferozpur division on NR were not

handed over to the contractors till date (August 2006) due to interference of employee unions. Consequently, 'Pay and Use' toilets at these stations remained non-operational. Despite this the regular *safaiwalas* posted for cleaning the stations were unproductively engaged for maintenance of these toilets, which only worsened the shortage of regular *safaiwalas* at these stations.

- Deficiencies in the contracts for maintenance were also observed. In some stations formal contracts were not concluded and the Railways did not collect licence fees. Fresh agreements were not entered into with the contractors even long after the expiry of previous contracts.
- At Hazrat Nizamuddin station, the toilet provided for handicapped passengers in the waiting hall was found locked on the day of inspection. At Delhi station, the toilet for handicapped passengers was not accessible as the ramp was obstructed by a manhole. Separate ladies' toilets for the physically challenged were not provided. The policy also did not carry any directives regarding the same.
- Various other deficiencies such as non-maintenance of complaint books, non-display of rate lists, dirty toilets with choked outlets and emitting foul smell, leakages of roof, broken floor/tiles, missing taps, scanty water supply were noticed at many stations.
- None of the zonal railways except for NR and NCR had provided 'Deluxe Pay and Use' toilets.

Thus, the scheme of 'Pay and Use' toilets in its present state was ineffective in improving sanitation at stations.

In the survey conducted on important stations, 67 per cent passengers opined that the number of toilets on railways platforms was insufficient, Similarly, 51 per cent passengers felt that the number of toilets in waiting rooms was insufficient. Eighty-five per cent passengers surveyed found the toilets dirty.

2.10.7 Inadequacy of drinking water

Railway Board prescribed a minimum requirement of 12 taps per platform for category A and B railway stations and six taps per platform for category C.

Stations for providing piped drinking water to the passengers. While recommending a higher scale based on actual passenger traffic it was suggested that taps should be distributed in such a manner that every alternate coach gets the benefit of a tap. Joint inspection carried out revealed that:

- Twenty eight per cent of A category stations and 30 per cent of B category stations had not provided tapped drinking water at the recommended scale. Out of this, one third of such A Category and more than half of B category stations including important stations like Mumbai CST, Mumbai Central Chennai Central, Chennai Egmore etc., did not meet even the bare minimum requirements. Similarly 65 per cent of C category stations had not provided

for tapped drinking water at the recommended scale, of which half the number of did not meet the minimum requirement.

- Water booths/taps were either found to be defective or in broken condition in 61 stations and were not usable, which reflected the poor state of maintenance of amenities at stations. The area surrounding the water taps was found covered with slush and dirt, thereby making the atmosphere around it unclean and unhygienic and rendering the amenity unfit for use. Thus provision of water booths and taps in their existing state created a major health hazard.
- Frequency of bacteriological testing and required chlorine level testing of drinking water (both taped and packaged water) varied for each station and the samples taken were also not uniform.

Inadequate drinking water supply compounded by dirty and unhygienic surroundings made not only the amenity unfit for use, but also added to the unclean environment on the railway stations.

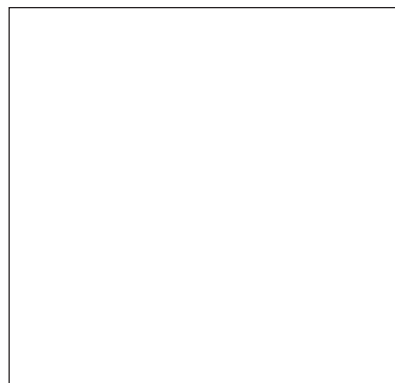
2.10.8 Inadequacy of seating arrangements and waiting halls

Railway Board envisaged a minimum requirement of 100 seats per platform for A category stations, 75 seats per platform for B category stations and 60 seats per platform for C category stations with a recommended higher norm for providing

seating arrangements based on quantum of passengers handled at the respective stations. It was observed that 49 per cent of stations were not provided with seating arrangements on platforms as per the recommended scale. More than three-fourths of the number of such stations had not even met the minimum essential requirements. (**Annexure XXIV**).

Similarly, Railway Board has laid down minimum requirement of 100 sqm. for A category and 50 sqm. for B category stations for waiting halls on the station premises and a recommended higher norm for providing

waiting halls based on the actual passenger traffic. It was seen that 50 per cent of stations had not provided for waiting halls on station premises at the recommended scale. On six stations, even the minimum essential norms were not met.



Washbasin in waiting hall at New Delhi

Apart from inadequate provision of waiting halls, the condition of the existing facilities was also found to be unsatisfactory with the roofs of the waiting halls leaking, the floors damaged or flooded, dirty toilets and broken washbasins, thus, rendering them unusable. Inadequate seating arrangements on platforms and waiting halls led to the passengers crowding the platforms and the concourses, which not only added to the litter on the platforms but also adversely hampered the cleaning activities.

Recommendations

Railways need to provide for passenger amenities like toilets and urinals (including 'Pay and Use' toilets), water booths, seating arrangements and waiting halls commensurate with the quantum of passenger traffic handled at the stations. Their maintenance to specified standards requires intense monitoring and a suitable mechanism needs to be put in place urgently.

2.10.9 Deficiencies in manpower management on stations

Of the 298 stations selected in audit, cleanliness on 187 stations was maintained departmentally. Review and inspection of these stations revealed that manpower was a basic constraint, which affected the quality of cleanliness provided at stations. It was observed that:

- There were no norms for providing *safaiwalas* at stations. In most of the stations, the sanctioned strength was based on requirement of staff assessed far back when the stations were first introduced. The existing strength of *safaiwalas* was not commensurate with the actual requirements. For instance, the sanctioned strength of *safaiwalas* at Hazrat Nizamuddin station has remained the same since 1958, although the number of passengers had gone up more than three fold.
- Further, vacancies existed in large numbers even against the sanctioned strength in the cadre of *safaiwalas* in many stations across the zonal railways. The percentage of vacancies ranged up to even 34 per cent (ECR).
- The shortage of *safaiwalas* in most stations was further compounded with the high rate of absenteeism amongst them. The rate of absenteeism for a period of six months from October 2005 to March 2006 ranged upto even 80 per cent in A category stations, 100 per cent in B category stations and 60 per cent in C category stations.
- Stations with high rates of absenteeism included Mumbai Central, Mughalsarai, Patna, Asansol, Malda, Raibareli, Tatanagar, Allahbad, Udaipur, Habibganj, Guna, Beawar, Marwar Ambernath, Chembur, Vile Parle, Arakkonam, Gummidipundi etc.
- The issue of imparting training to *safaiwalas* was handled as a short-term measure by most of the zonal railways. Training to supervisors was not planned by any railways except SER and ECoR. Training courses were conducted in zonal training centres and other training institutes by only four zonal railways NR, NCR, SER and ER during 2005-06.

Thus, shortages of *safaiwalas*, high absenteeism amongst them and inadequate training by zonal railways contributed toward deficient performance and unclean environment on stations maintained departmentally.

Recommendations

The manpower requirements at the stations need to be reviewed and provided for, apart from instituting a mechanism for training of the staff and controlling absenteeism.

2.10.10 Outsourced contracts-Poor contract management

Of 298 stations selected in audit, cleanliness on 113 stations was outsourced either fully or partially. Inspection of these stations and review of 86 contracts revealed deficiencies in contract management which led to compromise on quality of service rendered by the contractors and ineffective cleaning initiatives:

- The terms and conditions of various outsourced contracts were not well defined, While in some cases the processes and frequencies of cleanliness activities were not defined, in many others, the manpower to be provided and the cleaning machines to be utilised by the contractor, were not spelt out. As a result, the contractors across various zonal railways employed lesser resources thereby compromising the quality of cleanliness.
- Penal clauses for unsatisfactory discharge of cleaning activities were not incorporated in five agreements of outsourced works. In three stations, no agreement was entered into though the cleaning activities were outsourced.
- Contracts were invariably awarded to the contractors without prescribing any minimum standards that the contractors would have to adhere to and also to the lowest bidder irrespective of viability of rates. As a result, contractors not only compromised on the machines to be used but also tended to use cheap daily labour without any basic training to carry out the cleanliness activities. The Railways did not ensure that there was no violation of the various statutory provisions such as Minimum Wages Act etc., while effecting payments to the workers engaged by contractors (SCR, SWR). Moreover, due to constant changes in the labour force, the quality of cleaning was sub-standard.
- In addition, there were various other shortcomings such as supervisors of one department being unaware of the terms and conditions of the contract entered into by another department (Raipur, SECR), award of contracts despite unsatisfactory performance of the contractor (WR) and the use of Railway *safaiwalas* to assist contractors resulting in avoidable recurring expenditure towards pay and allowances. (Sawai Madhopur and Kota in WCR).
- Poor supervision by zonal railways also led to deficient quality of the work done by the contractor. For instance, in contracts where usage of machines was defined, it was found that the contractors were not using the defined machines and cleaning was done manually (Hubli in SWR, Sambalpur in ECoR, Jabalpur, Katni, Kota, Sawai Madhopur in WCR). The only evidence of supervision from the Railway's side was a log book, which was poorly devised. It neither contained the processes/frequencies followed nor comments of the supervising authority. It was also silent about the details of manpower, machinery, tools and materials used in the field. In some stations, even the log book was not maintained. The poor quality of record keeping and supervision of outsourced works did not, thus, yield the required outcome and outsourced cleanliness contracts remained ineffective.

Joint inspection of stations also reflected poor quality of work for maintenance of cleanliness and sanitation on railway stations. As a result, apart from dirty and unhygienic toilets, tracks adjacent to platforms, drains, circulating area, platforms, waiting halls/retiring rooms, foot over bridge, concourse etc., on a large number of stations were also found unclean and dirty.

In the passenger survey 59 per cent were of the opinion that railway platforms were either 'generally dirty' or 'not so clean'. Similarly, 51 per cent to 61 per cent passengers felt that the circulating areas, approach to the railway stations, approach to platforms, foot over bridges, sub ways, seating areas on platforms and waiting rooms were either 'generally dirty' or 'not so clean'.

Further, 76 per cent of the passengers felt that the toilets were either 'generally dirty' or 'not so clean'. In order to improve cleanliness, a majority (54 per cent) of passengers believed that increasing the number of *safaiwalas* would help while 30 per cent were of the opinion that provision of sufficient water for cleaning will improve the situation.

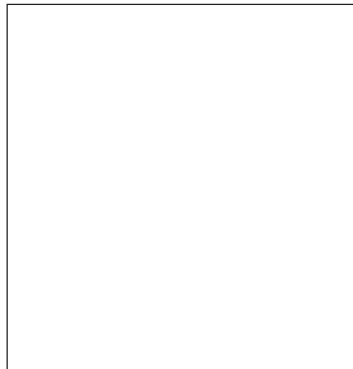
Recommendations

Quality benchmarks should be prescribed for outsourced cleanliness related activities. The quality of supervision should be enhanced to ensure that the quality benchmarks are achieved and those responsible for supervision are accountable for deficient performance.

2.10.11 Unauthorised use of station premises

Most of the railway stations across all zonal railways normally have a circulating area outside the station premises. Presence of unauthorised vendors/hawkers and urchins in the station premises hamper cleanliness related activities apart from placing a strain on already stretched resources. The Railway Protection Force (RPF) is responsible for the guarding of railway property in railway stations and eviction of unauthorised persons. A review of records and inspection of the selected stations, however, revealed that:

- Though a total of 2,43,615 unauthorised hawkers and other unauthorised persons were evicted during 2005-06 from various stations selected for review, this was obviously inadequate and did not prevent unauthorised entry into the stations as the monitoring mechanism at the various entry points to stations premises was weak. Most of the stations did not have adequate fencing. Unauthorised vendors, hawkers, beggars, urchins were present all over the place inside the station premises in



**Encroachment and garbage at PF 6
in Dadar**

63 A and B category stations such as Mumbai CST, Mumbai BCT, Ahmedabad, Dadar, Kalyan, Nagpur, Pune, New Delhi, Hazrat Nizamuddin, Sealdah, Vishakhapatnam, Tirupati, Ambala, Bhopal, Bardhaman, Malda Town, Bokaro Steel City, etc.

- These unauthorised vendors had even put up stalls, trolleys on platforms selling various commodities and even temporary daily markets on the platforms of the stations (Bardhaman, Asansol and most of the sub-urban stations on ER and SER). unauthorised cycle stands, unauthorised constructions and stray cattle were common evidencing the fact that the occasional eviction drives were inadequate and ineffective.

Recommendations

Railways should institute a sustainable mechanism to restrict entry access to prevent unauthorised entry into station premises. The penal measures also need to be strengthened to serve as an adequate deterrent against unauthorised occupation and misuse of railway property.

2.10.12 Deficient monitoring mechanism

Periodical inspection of cleanliness activities, whether done departmentally or contractually, serves as a vital quality assurance mechanism. Quality assurance can only be ensured through continuous monitoring and effective compliance to the deficiencies pointed out by the inspecting authorities. It was, however, seen that:

- Norms for inspection of stations coaching yards and trains by various authorities were not prescribed either by Railway Board or by the respective zonal railways. Even at the divisional level, norms for inspection were laid down by very few divisions. As a result, a number of stations including major A, B, and C category stations such as Bhavnagar, Allahabad, Calicut, Kanpur, Alleppey, Villupuram, Virudhnagar, Bagnan etc., were not inspected at all during the year 2005-06.
- Even where inspections were carried out, the cleanliness aspects were not covered in many of them. Further, even where specific aspects relating to cleanliness were pointed out, the follow up action was inadequate. Joint inspections revealed that the deficiencies pointed out by various inspecting authorities continued to exist, indicating that the monitoring mechanism was ineffective.

Recommendations

Railways should prescribe norms for regular inspections by various officers for all categories of stations and ensure that the deficiencies, pointed by the inspecting authorities are actively followed up and rectified.

2.11 Cleanliness of trains

Cleanliness of trains includes cleaning in coaching yards (EMU car sheds for EMU trains) at the originating stations during primary maintenance, at the destination station during secondary maintenance as well as enroute cleaning. Short distance trains are

cleaned at the station platform itself as the time available between their 'up' movements is less than two hours and not enough to take them to the coaching yards. Apart from these laid down routine maintenance activities, Railways also introduced 'Clean Train Station' (CTS) scheme at select stations for en route cleaning of trains.

For assessing the adequacy of steps taken by the Railways towards providing a clean environment to the passengers during their journey, cleanliness related activities on trains undertaken in 32 coaching yards and 9 EMU car sheds over all the zonal railways were reviewed. An assessment of the CTS scheme implemented so far was also undertaken in audit.

The review disclosed inadequate infrastructure and resources in coaching yards and trains, ineffective pest control and bed linen contracts and deficiencies in the implementation CTS as brought out in the following paragraphs.

2.11.1 Inadequate infrastructure and resources in coaching yards and trains

Railway Board has prescribed six hours for primary maintenance of trains in coaching yards including the cleaning of coaches and pantry cars. While the maintenance of the coaches is mainly carried out by the staff of Mechanical department, cleaning of coaches was outsourced either fully or partially in 12 out of 32 depots/coaching yards selected. These coaching yards handled 8,198 trains and 1,88,008 coaches per month. A sample of 80 trains (58 Primary maintenance trains and 22 secondary maintenance trains) was selected to assess the effectiveness of cleanliness related activities undertaken in the selected coaching yards. Further, 48 trains were selected to assess the cleaning of trains on platforms during round trip maintenance and 39 trains were inspected to assess garbage disposal mechanism at nominated stations en route.

2.11.1.1. Inadequate infrastructure and resources in coaching yards

The cleaning of trains in coaching yards and EMU car sheds is undertaken as a part of the Mechanical maintenance of trains. While mechanical maintenance is certified, the cleanliness activities carried out on trains are not certified. All trains, irrespective of the time and distance of one run, received the same attention in the coaching yards and there was no mechanism in place for differentiating a train that has traversed a very long distance from other trains traversing relatively shorter distances. The cleanliness related activities at coaching yards/depots, EMU car sheds and on platforms were reviewed and it was further observed that:

- Of the 32 coaching yards reviewed, there were shortages of safaiwalas in 19 coaching depots. Of these, in 11 yards, cleaning of coaches and pantry cars was carried out departmentally. The shortage ranged up to 80 per cent (New Coaching Complex, Sealdah, ER) in the selected coaching depots. The percentage of absenteeism was also as high as 46.52 per cent (Durg, SECR) during Oct 2005 to March, 2006.
- In two depots (Guwahati, NEFR and Puri, ECoR), despite cleaning being outsourced completely, 68 *safaiwalas* continued to be on rolls without being relocated to other places.

- In respect of 22 out of 80 trains, the time available for maintenance in coaching yards was less than the prescribed 6 hours and was, thus, inadequate. The time was further reduced in some cases due to delayed arrival of trains. It was observed that 19 trains which arrived at coaching yards for maintenance were late on 307 out of 484 occasions in the month of June 2006. Non-availability of sufficient time for cleaning of trains led to incomplete and deficient cleaning of coaches and pantry cars.
- For Rajdhani/Shatabdi trains which were sent to the coaching depots for secondary maintenance, it was observed that the escorting staff (including pantry and linen staff) remained in the train and continued using the facilities in the coaches during cleaning and maintenance of the trains. The presence of the escorting staff, ranging up to even 32 persons, in the pantry cars/coaches of the train hampered the cleaning activities of the coaches, particularly the pantry cars. Similar problems existed where the time for primary maintenance was short.
- In respect of four coaching yards, the manpower requirement was not specified in the agreements of the outsourced contracts.

The cost of cleaning per coach was found to vary from Rs.13 (SR) to Rs. 244 (NEFR and SER) per coach. One firm charged different rates for the same activity on different railways. (Rs. 178 in ECoR and Rs. 244 in NEFR).
- The amount of imprest provided to the in-charge of coaching depot ranged from Rs. 1,000 (Vishakhapatnam, ECoR maintaining 370 trains per month) to Rs. 60,000 (Satragachi, SER maintaining 870 trains per month). Thus, the amount was not commensurate with the number of trains dealt with. The imprest was predominantly used for maintenance activities of the coaches in the yard. At Puri, ECoR, the CDO was not provided with any imprest. Coaching depots of SER, SWR and NER also faced problems in the supply of consumables.
- In August, 2004, in a meeting of Chief Rolling Stock Engineers, it was decided to set up at least one Automatic Coach Washing Plant in each Railway by the end of the financial year 2004-05. It was however, observed that automatic coach washing plants were not set up in any zonal railway except ER and WCR. The percentage utilization of the plant at Tikiapara Coaching Yard (ER), was only 30 to 40 per cent (August 2006) and a majority of trains passed unwashed. The time allowed for each train was also inadequate leading to incomplete washing of rakes. Thus, the objective of providing automatic coach washing plants at least at some select locations remained largely unachieved.
- In addition, deficiencies in the existing infrastructure such as absence/inadequate number of washable aprons, washable aprons in broken and unusable condition, non-availability of adequate number of machines, machines lying out of order and holding capacity of pit lines being less than the rake length etc., existed which resulted in ineffective cleaning activities.

- The score sheets maintained for assessing the performance of the contractors did not have provisions for recording the actual deployment of manpower. The manpower actually provided by the contractor could also not be ascertained as the Log Book/Register was not maintained. As such, the monitoring mechanism for watching the performance of the contractors was weak.
- Cleaning operations of 48 trains, on the platforms were inspected jointly with railway authorities. The time available for these trains at the stations ranged from ten minutes to nine hours. It was seen that trains having less than one hour between arrival and departure could not be cleaned completely due to shortage of staff and resources.

2.11.1.2 Deficient infrastructure in trains

Provision of adequate number of dustbins and toilets in trains and their proper maintenance are vital for maintaining cleanliness and hygiene in coaches. The waste generated in the pantry cars and coaches is supposed to be collected in the dustbins provided on the train and disposed off at nominated stations en-route.

- Joint inspection of trains over various zonal railways revealed that in most of the trains, dustbins were provided in AC coaches only. Dustbins were not provided in unreserved coaches in any of the trains inspected. The sleeper coaches, particularly of long distance trains were not provided with dustbins. As a result, vestibule passages between coaches were found littered with uneaten food, used plastic plates, teacups, etc., with no provision for cleaning en-route or else the garbage was thrown out onto the track.
- Even the capacity of the dust bins provided in pantry cars was inadequate considering the large quantity of food waste generated and the dustbins was found to be overflowing.
- The cleaning contracts of IRCTC provided for garbage disposal without stipulating the manner in which the disposal was to be carried out. Moreover, no penal clause was included in the contract conditions for improper garbage disposal. In 30 out of 39 trains inspected en-route it was seen that most of the garbage from trains was thrown out by the caterers though collection points/stations for collection of garbage were designated. The pantry car staff of Konark Express and Kushinagar Express was not aware of the designated stations though the CCM had issued specific instructions in this regard.
- In the survey, 67 per cent respondents felt that dustbins provided were inadequate. An overwhelming 74 per cent of respondents found the dustbins in coaches overflowing with garbage, not usable and unclean. The same number also admitted that they either threw left over food and casseroles out of the window or left them near their seats. The passengers surveyed suggested improving the design of dustbins by providing larger dustbins with wider mouths and deeper storage space.

- Apart from inadequate dustbins, the condition of coaches and toilets in coaches was also reviewed in the joint inspections. It was observed that toilets, seats, berths, passages of 21 trains particularly were found to be excessively dirty and unclean. Water logging in toilets and roof leakage as well as unauthorized hawkers and beggars were also noticed in some trains.
- The Integrated Railway Modernisation Plan (2005—10), envisaged development of an environment friendly coach with a controlled Discharge Toilet System (CDTS). As per the plan a target of 8,000 coaches was set for fitting CDTS during the five-year period 2005—10, subsequently scaled down to 5,000 coaches. As against this, only 261 coaches had been turned out with CDTS (March 2006). At this rate, the Railways are unlikely to achieve the target of 5,000 coaches by the end of 2010. Complete shift to Zero discharge Toilet System is also remote.

Thirty nine per cent of the respondents to the survey felt that toilets in coaches were 'not so clean'. Sixty-one per cent felt that the number of toilets in long distance trains was inadequate and 72 per cent stated that the toilets in coaches were either not cleaned en-route or were cleaned only sometimes. Eighty-one per cent respondents felt that the entrances of the coaches were generally dirty with garbage or were wet with water overflowing from toilets. Sixty per cent of respondents also opined that seats and berths in coaches were not usually clean.

Recommendations

Railways need to provide for adequate infrastructure and resources in coaching yards as well as trains to enable cleaning of coaches in a more effective manner. Quality of supervision should also be improved. Railways should expedite setting up of automatic coach washing plants at important locations to cater to the increasing requirements and to ensure effective mechanised cleaning of coaches. Railways should also expedite the process of providing Controlled Discharge Toilet System/Zero Discharge Toilet System toilets in coaches to improve the quality of hygiene.

2.11.2 Ineffective pest control contracts

In order to avoid presence of insects and rodents in the coaches, pest control measures need to be undertaken in coaches at periodical intervals. Pest control in trains was mostly outsourced. Forty-two contracts entered into during the past one/two years for pest control across all the zonal railways were reviewed in audit and the following deficiencies were observed.

- The quality of disinfectants and chemicals to be used was not categorically mentioned in most of the contracts. Out of the 42 contracts examined, only eight contracts finalized by four zonal railways (one by SER, two by NR, three by NEFR and two by SECR) prescribed the quality of the chemicals and insecticides to be used. An analysis of the pest control contracts awarded to the same firm (M/s Shatabdi Pest Control Ratlam) by two zonal railways, revealed that where contracts were finalised at very low rates

(ranging from Rs. 8,000 per annum to Rs. 38,000 per annum on NR), the process defined was only spraying of pesticide, whereas where the rates were higher (Rs. 11 lakh to Rs. 24 lakh per annum on SECR) the process also specified the pesticides to be used. Thus, the quality of pesticide treatment on NR was inevitably compromised.

- Various other deficiencies such as non-renewal of pest control contracts (SR-EMU car shed, ECoR-Puri Coaching Yard), non-adherence to the frequency of pest control (Howrah and Sealdah) and shortfall in number of coaches actually treated affected the quality of pest control. Due to non-vacation of Pantry Cars by the staff, the contractor could not undertake pest control on a number of occasions on ER.
- Deficiencies in pest control were noticed on 1162 occasions during 2005-06 of which 878 were recorded against M/s Central Warehousing Corporation, the firm undertaking pest control in the coaching depots of New Delhi, Delhi and Hazrat Nizamuddin. Apart from imposing nominal fines as per the terms of the contract, Railways did not take any effective remedial measures. Instances of fines not being imposed on the contractor for insufficient pest control treatment were also noticed.
- In addition, passengers had also recorded 303 complaints regarding presence of cockroaches and rats in trains in one year alone. Maximum complaints were recorded on trains based at Bandra terminus and Ahmedabad in WR.
- Twenty-two per cent of the respondents to the survey confirmed to have seen cockroaches or rats in trains 'most of the time', whereas 44 per cent stated to have seen them 'sometimes'.
- Deficient contract management and weak monitoring along with failure to set quality benchmarks for the contractors' performance, thus, led to unsatisfactory performance by the contractors resulting in passenger dissatisfaction and ineffective pest control.

Recommendations

Railways should lay down quality parameters for the pesticides used by the contracted agencies to ensure effective pest control in trains apart from laying down strict standards for performance.

2.11.3 Ineffective bed linen contracts

Bed linen is provided by Railways to passengers traveling in AC coaches. Washing of bed linen was mostly outsourced. Ninety-two contract entered into by all zonal railways for washing bed linen were reviewed and the deficiencies observed were as follows:

- No quality benchmarks for performance were set for the contractors and they could not be held accountable for deficient performance. The quantum of check of washed linen supplied by the contractor was not prescribed in many agreements. In contracts which provided for random sample checks, the daily

checking of washed linen was not carried out as per the prescribed percentage.

- At the New Coaching Yard, Sealdah, ER, the percentage of unsatisfactory cleanliness of linen was found to be 25 per cent to 60 per cent for non-Rajdhani trains. However, the quantity sent back for rewash was negligible as there was a shortage of stock and the linen which had not been cleaned satisfactorily was issued for use. The records relating to the bedrolls were not properly maintained and, therefore, the number of bedrolls in train, on hand and with contractor could not be reconciled in ECoR.
- Quality of washed linen was found unsatisfactory on several occasions and complaints of stains in the washed linen were also received from passengers on several occasions (308 complaints in 14 coaching yards in 2005-06 as per the complaint books made available). Apart from imposing nominal fines as per the terms of the contract, Railways did not initiate any effective remedial measures for their non-recurrence.
- Thirty-five per cent respondents of the survey felt that bed linen supplied was clean only 'sometimes' whereas eight per cent felt that bed linen provided was rarely clean.

Thus, deficient contract management coupled with failure to set quality benchmarks for the contractors' performance led to unsatisfactory performance by the contractors resulting in passenger dissatisfaction.

Recommendations

Railways should prescribe quality benchmarks for washing linen and institute an effective mechanism to secure compliance of the set benchmarks.

2.11.4 Deficient implementation of Clean Train Station Scheme

The scheme 'Clean Train Station' (CTS) was launched in October 2002, as a major initiative for improving train cleanliness. Under this scheme, mechanized en-route cleaning of trains was introduced during halts at identified stations on major trunk routes of Indian Railways. As per the scheme select trains were to be cleaned at the nominated stations and necessary arrangements were to be made on the specified platforms in a planned manner.

The CTS scheme was introduced in 28 stations of which 14 were outsourced and 14 were departmentally handled. The following deficiencies were noticed in the execution of the scheme:

- A large number of nominated trains could not be attended to due to non-placement of the trains on the nominated platforms. (Asansol, Jhansi, Guwahati, New Jalpaiguri and Ahmedabad). As result, the trains could not be cleaned at all. The percentage of trains cleaned fully per week was as low as four per cent at Jhansi.
- At some stations in ER, even the nomination of platforms was not done judiciously. For instance, platform No. 4 of Asansol was nominated, though

this platform normally caters to trains in the 'up' direction not nominated for CTS operations.

- Inadequate coordination between departments also resulted in non-available of adequate infrastructure and requisite time for implementing the scheme as bought out below:
 - ◆ The Engineering department did not ensure that drains were covered with slabs, thus, hampering the movement of cleaning staff and their cleaning activities. Further, timely release of water by the Engineering department on arrival of the train was also not ensured affecting cleaning activities.
 - ◆ As per the contract, though 20 minutes' time was given to the contractor to clean the trains, the Operating department did not allow a stoppage time of 20 minutes as it affected the super-fast status of the trains. As a result, the cleaning of coaches was left incomplete. (ER)
 - ◆ Delay together with lack of coordination between various departments prevented implementation of CTS at Itarsi station so far (August 2006) even though the tender was accepted and issued in April 2006. Machines, DG sets, electrical points were not provided and approvals to the layout plan were not given by the Engineering, Electrical and S&T departments of the zonal railway.
- The contractors did not deploy sufficient number of personnel to undertake the work effectively and efficiently (Ahmedabad and Visakhapatnam).
- Problems of power supply also led to incomplete cleaning of coaches (Jhansi).
- In the joint inspection it was found that only a part of the targeted number of coaches (mainly AC coaches) were cleaned fully, some coaches were cleared partially or not cleaned at all. As a result, garbage was found littered in the vestibules. Even the staff of the contractor was found littering/spitting in the coaches. This indicated lack of adequate supervision and monitoring.
- In respect of fourteen stations where CTS was carried out departmentally, inadequate manpower, inadequate time, lack of machines, not nominating platforms/trains for CTS, less stoppage time of trains, lack of supervision and monitoring were the main reasons for ineffective implementation

Thus, the CTS scheme, though a good initiative, remained largely ineffective in its present state of implementation and did not achieve its perceived objectives.

Recommendations

Railways should ensure provision of adequate infrastructure, proper coordination between the departments and placement of trains on nominated platforms besides effective monitoring and supervision of the work of the contractors in order to implement the scheme effectively and efficiently.

2.12 User perception and awareness

Maintaining a clean and hygienic environment in stations and trains on a sustainable basis, requires active support and co-operation from passengers and other users. Continuous interaction with the users and constant understanding of their needs and perspective as well as educating passengers is one of the most effective means of improving the standard of cleanliness. A Report No. 6 of 207 (Railways) mechanism of Zonal Railway Users' Consultative Committee (ZRUCC) at the zonal level and Divisional Railway Users' Consultative Committee (DRUCC) at the divisional level also exists to address these issues.

Review revealed that measures adopted to create user awareness were inadequate and user perception was not being harnessed to bring about improvement in the system as brought out below:

2.12.1 Inadequate measures for creating user awareness

User awareness measures involve making the users aware of the amenities existing in the station and trains, educating the users and also to make them aware of their role in maintaining cleanliness and hygiene in stations and in trains. In addition to announcements on railway stations through public address systems, most of the zonal railways had spelled out various initiatives such as launching mass campaigns through print and electronic media, launching awareness drives, putting up hoardings and using Closed Circuit Television (CCTV) to educate the users. Implementation of these measures for creating user awareness was reviewed and it was observed that:

- Though the list of amenities provided in the station was normally displayed in stations over all zonal railways, sign boards indicating the location of dustbins were not available in many stations.
- Public announcements were also not frequently made. Sixty-five per cent of the survey respondents had either never heard the announcements regarding cleanliness in stations or had heard them only 'sometimes'.
- User awareness of availability of complaint books was very low. The location at which complaint books were available was not displayed in many stations. Thus, the users could not use the same to lodge their complaints or to record their suggestions. In the survey, 56 per cent respondents admitted that they were not aware of how and where to lodge a complaint. Thirty per cent stated that complaint books were never provided on demand and another 26 per cent felt that they were provided to them only sometimes.
- There was no sustained plan to constantly educate the users on various issues relating to cleanliness *i.e.*, avoid the use of toilets during train halts at stations, spitting, graffiti, littering, defacing the platforms, posters, etc. In the LHB coaches that have been introduced recently in some Rajdhani trains, directions for using the newly designed toilets were not displayed causing inconvenience to passengers.
- User abuse of facilities was also not being effectively monitored. Defaulting users were not punished on a regular basis to serve as a deterrent to other

users. Fifty per cent of the respondents were certain that imposing fines would work and another 28 per cent felt that 'may be' imposing fines would work.

2.12.2 Ineffective mechanism of obtaining user perception

Rules⁷ provide that DRUCC would ordinarily meet once in a quarter, but not less than three times a year. Similarly ZRUCC would ordinarily meet three times a year. The meetings of DRUCC and ZRUCC over all the zonal railways during the year 2005-06 were reviewed and it was observed that the meetings held were fewer than the prescribed norms in most of the zonal railways. Further, the issues pertaining to cleanliness and sanitation were discussed in a very few meetings. The mechanism of DRUCC and ZRUCC was, therefore, serving a very limited purpose for addressing the issue of cleanliness. Further, as the complaint/suggestion book mechanism was also weak, the Railways were not able to harness user perception to bring about improvements in the system.

Of the 3,719 respondents to whom, a survey questionnaire was administered by Audit, 44 per cent were frequent travellers and 47 per cent were occasional travellers. The general perception of the respondents on the state of cleanliness in Indian Railways was:

- Seventy-five per cent respondents felt that cleanliness in Indian Railways was generally improving over the years.
- An overwhelming 84 per cent of the respondents believed that various places in the station premises were mostly overcrowded. Fifty-three per cent of the respondents were certain and another 23 per cent felt that 'may be' reducing crowds could help improve cleanliness. It was opined that crowds could be reduced by preventing unauthorised persons from entering the station premises.
- Fifty-one per cent respondents felt that passengers were responsible for dirtying the platforms and the tracks between the platforms, whereas 20 per cent felt that vendors were responsible. Forty per cent respondents felt that vendors in station premises were adequate in their present form and thirty per cent opined that vendors were adequate but their area of operation should be limited.

According to the respondents, the main causes that contributed to lack of cleanliness were insufficient amenities and infrastructure, presence of unauthorised persons in stations and overcrowding, lack of awareness among passengers, shortage of staff, absence of involvement of top management, deteriorating work culture and lack of responsibility among staff.

The suggestions for improvement in cleanliness included increasing the scale of amenities, preventing entry of unauthorised users, increasing passenger awareness and providing them with a handout on cleanliness matters as soon as they board

⁷Para 517 of Indian Railway Code for Traffic (Commercial) Department (1993 Revised Edition).

the train, involving passengers in cleanliness drives, introducing mechanised cleaning, providing training to staff and creation of a separate department that solely caters to cleanliness and proper accountability of staff.

Recommendations

Railways should strive to enhance the level of user awareness on a large scale and to initiate effective means of harnessing user perception to bring about improvements in the system.

2.13 Grading of stations

An attempt was made to grade 173 A category stations including in the sample with regard to their cleanliness, based on some of the important parameters assessed such as availability and maintenance of infrastructure and cleanliness related amenities, waste management, staff absenteeism and unauthorised use of stations. Weights were assigned to each of these parameters to accommodate their relative importance. The details of weightage given and final grading indicated that:

- Of the stations graded against a possible score of 300, the maximum points awarded was only 183 (Secunderabad and Chennai Central) as there were deficiencies in one area or the other. On an average, stations over SR and CR fared much better than the stations over other zonal railways.
- Premier stations such as Delhi, New Delhi or Mumbai CST ranked below stations such as Chennai, Mumbai BCT and Howrah. New Delhi station particularly, ranked far below other stations due to serious deficiencies in infrastructure, garbage disposal as well as passenger amenities.
- Stations which had better infrastructure and fewer encroachments also had a better level of cleanliness. Some of these stations were Secunderabad, Hyderabad, Trivandrum Central, Rajkot, Ambala, Tiruchirapalli, Vizianagaram, Akola, Miraj and Tirunelveli.
- The garbage disposal mechanism was better in stations such as Secunderabad, Hyderabad, Chennai Central, Chennai Egmore, Howrah etc. (**Annexures XXV and XXVI**).

2.14 Conclusion

Cleanliness and sanitation on Indian Railways was not receiving due importance and was secondary to other activities. The expenditure on providing and maintaining a clean and hygienic environment was inadequate. Standards for performance were not laid down, infrastructure was inadequate and deficient, passenger amenities were not commensurate with increasing passenger traffic, waste management was ineffective, railway stations were overcrowded due to unauthorised use and harnessing user perception was ineffective especially in A, B and C category stations where 85 per cent of the passenger traffic, was handled. Involvement of multiple departments with complex reporting structures only compounded the issue.

In the last few years, the Railways have taken a number of initiatives to address the issue of cleanliness and sanitation, such as CTS, cleaning squads in running

trains etc. Nevertheless, the magnitude of the problem is such that unless tackled on a war footing, it cannot be adequately dealt with. The Railways need to evolve performance criteria for every cleanliness related activities and ensure effective supervision. The initiatives need to be cohesive, systematic and sustainable.

5. (a) Are the above mentioned areas generally crowded?			
Always	Most of the times	Sometimes	Never
(b) Will reducing the crowds improve cleanliness?			
Yes	No.	May be	
(c) Any comments on how can this be achieved?			
6. (a) Who do you feel is responsible for dirtying the platforms and tracks between platforms?			
Passengers	Railways staff	Vendors	Others (please specify)
(b) What is your opinion on the number of vendors on platforms?			
More in number	Adequate in the present form	Adequate but there area of operation should be limited	Less in Number
7. Toilets in stations			
(a) Is the number of toilets or the platforms sufficient?			
Yes	No	Don't Know	
(b) Do you find them			
Generally Clean	Not so clean	Generally dirty	
(c) Is the number of toilets in the waiting halls sufficient?			
Yes	No	Don't Know	
(d) Do you find them			
Generally clean	Not so clean	Generally dirty	
(e) What could be done to keep the toilets clean and odour free?			
Adequate no. of safai-karamcharis	Sufficient water for cleaning	Others (pl. specify)	
8. Dustbins in stations			
(a) Do you find adequate number of dustbins on the stations?			
Always	Most of the times	Sometimes	Never
(b) Are they conveniently located?			
Always	Most of the times	Sometimes	Never
(c) Do you find them			
Generally clean	Not so clean	Overflowing with garbage	Not usable
9. Coaches			
(a) Are the seats and berths in the Coaches clean?			
Always	Sometimes	Seldom	
(b) How do you find the entrance and the area around the toilets?			
Generally clean and dry	Not so clean	Generally dirty with garbage	Wet with water overflowing from toilets

(c) How can be area be kept clean? Suggestions, if any				
(d) Have you seen rats or cockroaches in coaches?				
Always	Most of the times	Sometimes	Never	
(e) Are dustbins provided in every coach at either end?				
	Yes	No		
(f) Are the dustbins adequate?				
	Yes	No		
(g) Do your find the dustbins				
Generally clean	Not so clean	Overflowing with garbage	Not usable	
(h) How can their design be improved?				
10. Toilets in coaches				
(a) Are the toilets clean at the originating station?				
Generally clean		Not so clean	Generally dirty	
(b) Is the number of toilets in coaches in long distance trains adequate?				
	Yes	No		
(c) Are the toilets cleaned enroute?				
Always	Most of the times	Sometimes	Never	
(d) Do you suggest present design of Toilets/Taps need improvement? (In what way please specify)				
11. Bed rolls/linen				
(a) Is the bed linen supplied in coaches clean?				
Usually	Sometimes		Rarely	
(b) How is the bed linen provided?				
In packed cover	Provided looses		Covers torn	
12. (a) Should vendors be allowed in the coaches?				
Yes	In restricted numbers		Not at all	
(b) Does the catering staff maintain cleanliness while handling food?				
Yes all of them	Some of them		None of them	
(c) How do you dispose off the leftover food and casseroles etc.?				
Throw in the dustbin	Leave it near the seat for the catering staff to pick up	Throw out of the window		
13. User feedback				
(a) Do you know where and how to lodge a complaint?				
	Yes	No		
(b) Are the complaint/suggestion books provided to you on demand?				
Always	Most of the times	Sometimes	Never	

14. Passenger awareness			
(a) How often have you heard announcements on PA Systems on platforms regarding cleanliness?			
Always	Most of the times	Sometimes	Never
(b) How often have you seen message/sign boards on the platforms to maintain cleanliness?			
Always	Most of the times	Sometimes	Never
(c) Will imposing fines work?			
Yes	No	May be	Can't say
15. What are the obstacles to cleanliness?			
Inadequate seating arrangements	Inadequate waiting rooms capacity	Parcels and goods stacked on platforms	Others, (Please specify)
16. What are the main causes contributing to lack of cleanliness in stations and in trains?			
17. What could be done to improve the standard of cleanliness?			

**Annexure XX
(Para No. 2.7)**

Sample selection for Performance Audit Review on 'Cleanliness and Sanitation on Indian Railways'

Zonal Railway	Stations (Category)					Coaching Yards	EMU carsheds	Trains			
	A	B	C	D	E			Coaching yards	Round Trip maintenance	En route waste management	
1	2	3	4	5	6	7	8	9	10	11	
Eastern Railway	Sealdah	Naihati	Majerhat	Sainthia	Nasibpur	Tikiapara	Coachin	Car shed,	2301	2023/2024	2311
	Howrah	Sonarpur	Baruipur	Chittaranjan	Khana	Complex, Howrah	Barasat	2305	5627/5628	2312	
	Bardharman	Bandel	Habra			New Coaching		3005		3005	
	Asansol	Bolpur	Barasat			Complex, Sealdah		5959		3006	
	Durgapur	Tarakeswar	Dankuni					2313			
	Malda Town	Srirampur	Nabadwipdham					2343			
	Jamalpur	Rampurhat	Pundooah								
		Baidyanathdham	Kamarkundu								
South-eastern Railway	Kharagpur	Midnapur	Panskura	Adra	Muri	Coaching depot,	Car Shed,	2841	3301/3302	8030	
	Rourkela	Chakradharpur	Mecheda	Bankura	Garbeta	Santragachi	Tikiapara	8030		8029	
	Tatanagar		Bagnan			Coaching Depot,		8183/		2841	
	Bokaro Steel City					Tata Nagar		8184		2842	
	Ranchi							327/328			
Northern Railway	New Delhi	Phagwara		Kunda	Seohara	Coaching	Car Shed,	8237/8238	2917/2918	2302	
	Hazrat Nizamuddin	Chakkibank		Harnam Ganj	Moga	Depot, Amritsar	Jalandhar	4649/4650	310/309	2312	
	Delhi	Rampur		Kotdwara	Jagadhari	Coachin		2459/2460	2013		
	Ludhiana	Chandausi		Batala		Depot, Lucknow		2229/2230	2029		
	Amritsar	Kalka		Barog				2419/2420	2MGN/4SRM		
	Jammu Tawi	Patiala						2036/2035	428/429		
	Moradabad	Amethi							1PRL/351		

Annexure XXI
(Para No. 2.10.1.1)

Statement showing the number of dustbins at important stations

Name of the station	Zonal Railway	No. of passengers	No. of platforms	Total area (both circulation area and area inside the station premises) (sqm)	Total No. of dustbins	Area in sqm per dustbin	Dustbins per 10,000 passengers
1	2	3	4	5	6	7	8
Howrah	ER	700000	9	17000	50	340	0.71
Sealdah	ER	111254	12	45662	121	377.37	10.88
Bardhaman	ER	59942	5	21769	1	21769	0.17
New Delhi	NR	390000	12	113412	177	640.75	4.54
Delhi	NR	320525	20	90195	50	1803.9	1.56
Hazrat Nizamuddin	NR	194894	7	30799	125	246.39	6.41
Mumbai CST	CR	310415	15	38040	55	691.64	1.77
Dadar	CR	88334	8	22101	18	1227.83	2.04
Kalyan	CR	159116	8	27012	26	1038.92	1.63
Nagpur	CR	37000	7	28733	69	416.42	18.65
Pune	WR	46165	7	18370	30	612.33	6.5
Surat	WR	69355	4	31700	13	2438.46	1.87
Vadodara	WR	46510	5	97075	30	3235.83	6.45
Ahmedabad	WR	69755	14	82992	70	1185.6	10.04
Chennai Central	SR	52639	10	38142	150	254.28	28.5
Secunderabad	SCR	39921	10	79260	101	784.75	25.3
Bhopal	WCR	22638	5	26117	44	593.57	19.44
Patna	ECR	49240	9	12540	40	313.5	8.12
Muzaffarpur	ECR	36000	6	60953	63	967.51	17.5

Annexure XXII
(Para No. 2.10.3)

Statement showing the number of a category stations provided with inadequate washable aprons

No. of A category stations where washable aprons were not provided	Important stations where washable aprons were not provided at all	No. of A category stations where washable aprons were provided partially	Some important stations where washable aprons were not provided on all platforms
48	Bardhaman, Bokaro Steel City, Raibareili, Calicut, Gulbarga, Belgaum, Sawaimadhopur, Lucknow City, Hajipur, Tinsukia, Berhampur	84	Howrah, Sealdah, Kharagpur, Hazrat Nizamuddin, Jammu Tawi, Chennai Central, Chennai Egmore, Dadar, Kalyan, Bandra Terminus, Ahmedabad, Tirupati, Vijayawada, Hubli, Itarsi, Patna Jn., Mughalsarai, Gorakhpur, Chappra Allahabad, Dimapur, Puri, Bhubaneswar, Tatanagar, Rourkela, Bilaspur

Annexure XXIII

(Para No. 2.10.6)

Statement showing the number of stations where toilets and urinals were not as per the minimum essential requirement

Category of stations (Number of stations visited)	Number of stations where toilets and urinals were not as per minimum essential requirements	Names of some of the important stations
A (173)	78	Rourkela, Dehradun, Ahmedabad, Hyderabad, Lucknow, Gorakhpur, Allahabad City, Tinsukia, Hubli, Mysore, Agra Cantt, Visakhapatnam, Dhanbad, Ranchi
B (91)	38	Sonarpur, Chakradharpur, Lakhimpur, Lalkuan, Bangalore Cantt, Guna, Sonapur
C (34)	10	Dankuni, Bagnan, Malad, Chembur, Titwala

Annexure XXIV

(Para No. 2.10.8)

Statement showing the number of stations with inadequate seating arrangements

Category of stations (Number of stations visited)	Number of stations where seating arrangements were not as per recommended scale	Number of stations where seating arrangements were not as per minimum essential requirements	Name of the stations where seating arrangements were not as per minimum requirements
1	2	3	4
A (173)	94	71	Mumbai CST, Ratlam, Gorakhpur, Jhansi, Gwalior, Mughalsarai, Patna, Kharagpur, Rourkela
B (91)	37	32	Chengalpattu, Izatnagar, Beawar, Fatehpur, Sonapur, Midnapur
C (34)	—	14	Chennai Central Suburban Terminal, Dombivili, Malad, Chennai Beach

Annexure XXV
(Para No. 2.13)

Grading Matrix

Item of Infrastructure/ resources/processes	Weightage	Availability			The condition of infrastructure as per joint inspection				
		1	2	3	4	5	6	7	8
Norms for cleanliness	5	Not available	Available			Inadequate	Adequate		
		0	1			1	2		
Water supply	10	Not available	Inadequate	Adequate					
		0	1	2					
Drains and sewerage system	5	Not available	Partially available	Available		Partially usable	Fully usable		
		0	1	2		1	2		
Washable aprons	5	Not available	Partially available	Available		Partially usable	Fully usable		
		0	1	2		1	2		
Effluent treatment Plants	2	Not available	Available			Not used	Effectively used		
		0	1			0	1		
Waiting hall/shed	5	Below Minimum essential norm	Below recommended norm	As per recommended norm					
		0	1	2					
Seating arrangements on platform	5	Below Minimum essential norm	Below recommended norm	As per recommended norm					
		0	1	2					

1	2	3	4	5	6	7	8
Toilets and urinals	10	Below Minimum essential norm	Below recommended norm	As per recommended norm	Not usable	Partially usable	Fully usable
		0	1	2	0	1	2
Pay and Use toilets	10	Not available	Not available as per RB directives	Available as per RB directives	Not usable	Partially usable	Fully usable
		0	1	2	0	1	2
Consumables	5	Not available	Partially available	Available			
		0	1	2			
Mechanised cleaning equipments	5	Not available	Partially available	Available	Not usable	Partially usable	Usable
		0	1	2	0	1	2
Safaiwalas	5		Below sanctioned strength	As per sanctioned strength	Low effectiveness	High effectiveness	
		0	1	2	0	1	2
Dustbins	5	Not available	Partially available	Available	Not usable	Partially usable	Fully usable
		0	1	2	0	1	2
Vats	5	Not available	Available		Partially usable	Fully usable	
		0	1		1	2	
Garbage disposal mechanism	10	Not available	Partially available	Available	Inadequate	Adequate	
		0	1	2	1	2	

1	2	3	4	5	6	7	8
Encroachments/Unauthorised persons	8	Encroachments 0	No encroachments 1				
Total	100						

Criteria adopted for filling in data pertaining to stations for various parameters are as follows:—

Norms: Have been considered as available where JPOs were issued detailing processes and frequency of various cleanliness related activities. They have been considered adequate where JPOs covered all areas of cleanliness in station premises.

Water supply: Has been considered as adequately available based on the review of records of respective stations and position noticed during joint inspections conducted.

Drains and sewerage system and washable aprons: Availability was assessed based on availability on all platforms and usability assessed based on their condition as verified during joint inspections.

Effluent Treatment Plants: Availability assessed on existence and effectiveness assessed with reference to their extent of utilisation and frequency of testing.

Waiting hall/seating arrangements: Assessed based on their norms for minimum essential and recommended requirements.

Toilets and urinals: Assessed based on their norms for minimum essential and recommended requirements and condition as per the position noticed during joint inspections conducted.

Pay and use toilets: Assessed based on directives issued by Railway Board and their implementation over selected stations besides their conditions as noticed during joint inspections.

Consumables: Based on the regularity of their supply from respective divisions.

Mechanised cleaning: Assessed based on their extent of availability and their utilisation.

Safaiwalas: Effectiveness assessed based on the percentage of absenteeism. Considered low if percentage of absenteeism is 35% and above and *vice versa*.

Dustbins: Assessed based on their norms for minimum essential and recommended requirements and condition as per the position noticed during joint inspections conducted.

Vats: Assessed based on their extent of availability and condition as per the position noticed during joint inspections conducted.

Garbage disposal mechanism:

Adequacy assessed based on the waste collection and disposal mechanism and position noticed during joint inspections conducted.

Encroachments: Based on whether there were encroachments on the stations or not.

Annexure XXVI
Grading of stations

(Para No. 2.13)

Maximum score		10	20	20	20	2	10	10	40	40	10	20	20	20	10	40	8	300
Zonal	Station	Norms	Water supply	Drains and sewerage	Washable aprons	ETP	Waiting hall	Seating arrangements	Toilets and urinals	Pay and Use toilets	Consumables	Mechanised cleaning equipments	Safaiwalas	Dust bins	Vats	Disposed System	Encroachments	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
SCR	Secunderabad (SC)	0	20	5	5	0	5	5	40	10	10	20	20	10	5	20	8	183
SR	Chennai Central (MAS)	0	20	5	5	0	5	10	40	20	10	20	10	5	5	20	8	183
CR	Bhusaval (BSL)	0	20	10	10	0	10	10	40	20	10	0	10	5	10	10	8	173
ER	Asansol (ASN)	5	20	5	20	0	5	10	40	10	10	10	5	5	5	10	8	168
CR	Lokmanya Tilak (LTT)	0	20	10	10	0	10	10	40	20	10	10	0	5	10	10	0	165
SR	Chennai Egmore (MS)	0	20	5	5	0	5	10	40	10	10	10	10	5	5	20	8	163
CR	Manmad (MMR)		0	20	10	20	0	5	10	40	10	10	0	10	5	10	10	160
SR	Tiruchirapalli (TPJ)	0	20	5	10	0	10	10	20	10	5	20	20	5	5	10	8	158
CR	Nagpur (NGP)	20	10	0	20	5	10	40	10	10	0	10	5	0	10	0		150
CR	Solapur (SUR)	0	20	10	10	0	5	10	40	20	10	0	10	55	10	0		155
ECoR	Bhubaneswar (BBS)	5	20	5	5	0	5	10	20	10	10	10	20	5	5	10	8	148
SR	Trivandrum Central (TVC)	0	20	5	10	0	5	5	20	10	10	20	20	5	5	10	8	153
WR	Bhavnagar Pra (BVP)	0	20	20	5	0	10	10	40	0	10	0	10	5	5	10	8	153
WR	Vadodara (BRC)	0	10	10	5	0	10	5	40	20	10	0	20	5	5	10	0	150

SCR	Eluru (EE)	0	20	5	0	0	5	10	20	10	10	20	20	5	5	10	8	148
WCR	Jabalpur (JBP)	0	20	5	10	0	10	5	20	10	10	20	20	5	5	10	8	148
WCR	Satna (STA)	0	20	5	5	0	10	10	20	10	10	20	20	5	5	10	8	148
WR	Gandhidham (GIM)	0	20	20	0	0	10	0	40	20	10	0	0	5	0	5	10	148
WR	Indore (IND)	0	20	20	5	0	10	10	40	0	10	0	0	5	5	10	8	148
CR	Kalyan (KYN)	0	20	10	5	0	5	5	20	20	10	5	5	10	10	0	145	
ER	Howrah (HWH)	5	10	5	10	2	10	5	20	10	10	10	10	5	5	20	8	145
WR	Mumbai Central (BCT)	0	20	10	10	0	10	5	40	20	10	0	0	5	0	5	10	145
WR	Surat (ST)	0	20	10	10	0	10	10	20	10	10	5	5	5	5	10	0	145
ECOR	Cuttack (CTC)	5	20	5	10	0	10	10	20	10	5	10	10	5	5	10	8	143
ECOR	Vizianagaram (VZM)	5	20	5	10	0	5	10	20	10	5	10	10	5	5	10	8	143
NCR	Jhansi (JHS)	0	20	5	5	0	5	0	20	10	10	20	20	5	5	20	8	143
NFR	Guwahati (GHY)	0	20	5	10	0	10	0	20	10	10	20	20	5	5	10	8	143
SCR	Hyderabad (HYB)	0	20	5	5	0	5	10	0	10	10	20	20	5	5	20	8	143
SCR	Rajahmundry (RJY)	0	20	5	5	0	5	10	20	10	10	20	20	10	0	10	8	143
SCR	Vijayawada (BZA)	0	20	5	5	0	5	5	20	10	10	20	20	10	5	10	8	143
SER	Kharagpur (KGP)	0	20	5	5	0	5	0	20	40	10	0	0	5	5	10	8	143
SR	Ermakulam Jn. (ERS)	0	20	5	5	0	5	10	20	10	10	20	20	5	5	10	8	143
SR	Madurai (MDU)	0	20	5	5	0	5	10	20	10	10	20	20	5	5	10	8	143
SR	Tirunelveli (TEN)	0	20	5	5	0	5	10	20	0	10	20	20	5	5	10	8	143
WR	Rajkot (RJT)	0	20	20	5	0	10	0	0	20	10	20	20	5	5	10	8	143
NR	Ambala (UMB)	0	20	10	10	0	5	0	20	10	10	20	20	0	5	10	0	140
CR	Ahmednagar (ANG)	0	20	5	0	0	5	0	40	20	10	0	0	5	5	10	8	138
NCR	Allahabad (ALD)	0	20	5	5	0	10	10	20	10	10	10	10	5	5	10	8	138

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
	NCR Kanpur (CNB)	0	20	5	5	0	10	10	20	10	10	10	10	5	5	10	8	138
	NWR Bikaner (BKN)	0	20	5	5	0	10	0	20	10	10	20	10	5	5	10	8	138
	SCR Ongole (OGL)	0	20	5	5	0	5	10	20	10	10	20	10	10	0	10	8	138
	WCR Kota (KOTA)	0	20	5	5	0	5	10	20	10	10	0	20	5	5	10	8	138
	CR Akola (AK)	0	20	20	20	0	10	10	0	10	10	0	20	5	10	10	0	135
	CR Pune (PUNE)	0	20	20	20	0	5	10	20	10	10	0	10	5	5	10	0	135
	ER Malda Town (MLDT)	5	20	5	5	0	5	10	20	10	10	10	10	5	5	10	0	135
	SWR Bangalore City (SBC)	0	20	5	5	2	5	10	20	10	10	10	5	5	5	10	8	135
	NR Delhi (DLI)	0	20	5	5	0	5	5	20	10	10	10	10	5	5	10	8	133
	SCR Guntur (GNT)	0	20	5	5	0	10	10	0	10	10	20	10	10	5	10	8	133
	SR Calicut (CLT)	0	20	5	5	0	5	5	20	10	10	20	10	5	5	10	8	133
	SR Coimbatore (CBE)	0	20	5	5	0	5	5	20	10	10	10	10	5	5	10	8	133
	SR Salem (SA)	0	20	5	5	0	5	10	20	10	10	10	10	5	5	10	8	133
	WR Ujjain (UJN)	0	20	10	10	0	10	10	20	10	10	0	10	5	5	10	8	133
	ECoR Visakhapatnam (VSKP)	5	10	5	5	0	5	5	10	10	10	10	20	5	5	10	0	120
	ER Jamalpur (JMP)	5	10	5	5	0	10	10	20	10	10	10	20	5	5	10	0	130
	CR Gulbarga (GR)	0	20	20	0	0	5	10	0	20	10	0	20	5	10	0	8	128
	CR Miraj (MRJ)	0	20	20	10	0	10	0	0	10	5	0	20	5	10	10	8	128
	ECoR Puri (PURI)	5	20	5	5	0	10	5	20	0	10	10	10	5	5	10	8	128
	ECR Raxaul (RXL)	0	20	5	5	0	5	5	20	10	10	0	20	5	5	10	8	128
	NR Jammu Tawi (JAT)	0	10	5	5	0	10	10	20	10	10	10	10	5	5	10	8	128
	NR Moradabad (MB)	0	20	5	10	0	10	0	20	10	10	0	10	10	5	10	8	128
	NR Saharanpur (SRE)	0	20	10	10	0	5	0	20	10	10	10	10	0	5	10	8	128
	NWR Jaipur (JP)	0	20	5	10	0	10	10	20	10	10	0	5	5	5	10	8	128

SCR	Kacheguda (KCG)	0	20	5	5	0	10	10	0	10	10	20	10	5	5	10	8	128
SR	Erode (ED)	0	20	5	10	0	5	10	0	10	10	20	10	5	5	10	8	128
CR	Dadar (DR)	0	20	10	5	0	0	5	10	10	10	10	10	5	10	10	0	115
ER	Durgapur (DGR)	5	20	5	0	0	5	10	20	10	10	10	10	5	5	10	0	125
ER	Sealdah (SDAH)	5	10	10	5	0	5	10	20	10	10	10	10	5	5	10	0	125
NR	Ludhiana (LDH)	0	20	5	5	0	10	10	0	10	10	10	20	10	5	10	0	125
ECor	Berhampur (BAM)	5	20	5	0	0	5	10	10	10	5	10	10	5	5	10	8	118
NER	Lucknow (LJN)	0	20	5	10	0	5	5	0	10	10	20	10	5	5	10	8	128
NFR	Katihar (KIR)	0	20	5	5	0	10	10	20	10	5	0	5	5	5	10	8	123
NFR	New Tinsukia (NTSK)	0	20	5	5	0	10	10	20	10	5	0	10	5	5	10	8	123
NR	Amritsar (ASR)	0	10	5	10	0	5	5	20	10	5	10	10	10	5	10	8	123
NWR	Alwar (AWR)	0	20	5	0	0	10	10	20	10	10	0	10	5	5	10	8	123
SECR	Raipur (R)	0	20	5	10	0	5	0	20	10	10	5	20	0	0	10	8	123
SR	Quilon Jn. (QLN)	0	20	5	0	0	5	10	20	10	10	10	5	5	5	10	8	123
WCR	Katni (KTE)	0	20	5	0	0	10	10	20	10	5	5	5	5	5	10	8	123
WCR	Sawaimadhopur (SWM)	0	20	5	0	0	5	5	20	10	10	0	20	5	5	10	8	123
WR	Anand (ANND)	0	20	20	0	0	5	5	20	10	5	0	10	5	5	10	8	123
NR	Hazrat Nizamuddin (HNZM)	0	20	5	5	0	5	5	20	10	10	10	10	5	5	10	0	120
WR	Ahmedabad (ADI)	0	20	10	5	0	10	10	0	20	5	10	10	5	5	10	0	120
ECR	Danapur (DNR)	0	20	5	5	0	10	0	20	0	10	0	20	5	5	10	8	118
ECR	Patna Jn. (PNBE)	0	20	5	5	0	5	0	20	10	10	10	5	5	5	10	8	118
ECR	Samastipur (SPI)	0	20	5	5	0	5	5	20	10	10	0	10	5	5	10	8	118
NCR	Gwalior (GWL)	0	20	5	5	0	10	0	0	10	10	0	20	5	5	20	8	118
NER	Gorakhpur (GKP)	0	20	5	5	0	10	0	0	10	10	20	10	5	5	10	8	118

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
NFR	Dimapur (DMV)	0	20	5	5	0	10	0	20	10	10	0	20	0	0	10	8	118
NR	Rai Bareilly (RBL)	0	20	5	0	0	5	10	20	10	10	0	5	10	5	10	8	118
NWR	Hisar (HSR)	0	20	5	5	0	10	0	20	10	0	0	20	5	5	10	8	118
NWR	Jodhpur (JU)	0	20	5	5	0	10	0	20	10	10	0	10	5	5	10	8	118
SER	Bokaro Steel City (BKSC)	0	20	5	0	0	5	0	10	20	10	0	20	5	5	10	8	118
WCR	Bhopal (BPL)	0	20	5	10	0	5	5	20	10	5	5	5	5	5	10	8	118
WR	Ankleshwar (AKV)	0	20	10	0	0	10	10	0	10	10	0	20	5	5	10	8	118
CR	Mumbai CST (CSTM)	0	20	5	10	0	5	0	10	10	10	10	10	5	10	10	0	115
ER	Bardhaman (BWN)	5	10	5	0	0	5	10	20	10	10	10	10	5	5	10	0	115
NR	New Delhi (NDLS)	0	10	5	10	0	5	5	20	10	10	10	10	5	5	10	0	115
SECR	Bilaspur (BSP)	0	20	5	5	0	5	0	20	10	5	5	20	5	5	10	0	115
ECR	Ara (ARA)	0	20	5	0	0	5	0	20	20	10	0	10	5	0	10	8	113
NCR	Agra Cantt (AGC)	0	20	5	5	0	5	0	0	10	10	10	20	5	5	10	8	113
NER	Allahabad City (ALY)	0	20	5	5	0	10	10	0	10	10	0	20	5	0	10	8	113
NFR	New Jalpaiguri (NJP)	0	10	5	5	0	10	0	20	10	5	0	20	5	5	10	8	113
NR	Lucknow (LKO)	0	20	5	10	0	5	5	10	10	10	0	10	5	5	10	8	113
NWR	Ajmer (AJI)	0	20	5	5	0	10	0	20	10	10	0	5	5	5	10	8	113
SCR	Aurangabad (AWB)	0	20	5	5	0	5	10	0	10	10	10	10	5	5	10	8	113
SCR	Kakinada Town (CCT)	0	20	5	0	0	5	10	20	10	0	0	20	5	0	10	8	113
SCR	Tirupati (TPTY)	0	20	5	5	0	5	10	0	10	10	0	20	5	5	10	8	113
SR	Palghat (PGT)	0	20	5	10	0	5	5	0	10	10	0	20	5	5	10	8	113
WR	Bandra Terminus (BDTS)	0	20	10	5	0	10	10	20	10	5	0	10	0	0	10	0	110
ECR	Gaya (GAYA)	0	20	5	5	0	5	0	20	10	10	0	5	5	5	10	8	108
ECR	Hajipur (HJP)	0	20	5	0	0	5	0	0	20	10	0	20	5	5	10	8	108

NER Kathgodam (KGM)	0	20	5	10	0	0	0	0	0	10	0	20	5	5	10	8	108
NFR Tinsukia (TSK)	0	20	5	0	0	10	10	0	10	10	0	20	10	5	10	8	108
SCR Kazipet (KZJ)	0	20	5	5	0	5	0	20	10	5	5	5	5	5	10	8	108
SCR Nanded (NED)	0	20	5	0	0	10	10	0	10	10	10	5	5	5	10	8	108
Sr Mangalore (MAQ)	0	20	5	0	0	5	10	0	10	10	0	20	5	5	10	8	108
WCR Habiganj (HBJ)	0	20	5	5	0	5	5	20	10	10	0	5	5	0	10	8	108
WR Vapi (VAPI)	0	20	20	0	0	10	10	0	20	5	0	10	0	0	10	0	105
ECR Darbhanga (DBG)	0	20	5	5	0	5	0	0	10	10	0	20	5	5	10	8	103
ECR Dhanbad (DHN)	0	20	5	5	0	10	0	0	10	10	10	5	5	5	10	8	103
ECR Mughalsarat (MGS)	0	20	5	5	0	5	0	20	10	10	0	5	5	0	10	8	103
ECR Muzaffarpur (MFP)	0	20	5	5	0	5	0	0	20	10	0	10	10	0	10	8	103
ECR Saharsa (SHC)	0	20	5	0	0	5	0	20	10	10	0	10	0	5	10	8	103
NCR Agra Fort (AF)	0	20	5	5	0	5	0	20	10	0	0	10	5	5	10	8	103
NER Ballia (BUJ)	0	20	5	5	0	10	0	0	10	10	0	20	5	0	10	8	103
NWR Bhiwani (BNW)	0	20	5	5	0	5	0	20	10	0	0	10	5	5	10	8	103
NWR Rewari (RE)	0	20	5	5	0	10	10	0	10	10	0	5	5	5	10	8	103
SR Nagercot Jn. (NCJ)	0	20	5	0	0	5	10	20	0	10	0	5	5	5	10	8	103
SWR Mysore (MYS)	0	20	5	5	0	10	10	0	10	10	0	5	5	5	10	8	103
WR Ratlam (RTM)	0	10	10	10	0	10	0	0	20	10	0	5	5	5	10	8	103
CR Kolhapur (KOP)	0	20	5	0	0	5	10	0	10	5	0	10	5	10	10	8	98
ECR Patna Saheb (PNC)	0	20	5	0	0	5	0	0	20	10	0	10	5	5	10	8	98
NFR New Coochbehar (NCB)	0	20	5	0	0	5	0	0	q10	5	0	20	10	5	10	8	98
RR Dehradun (DDN)	0	20	10	5	0	5	0	0	10	10	0	10	5	5	10	8	98

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
	NWR Abu Road (ABR)	0	20	5	0	0	10	10	0	10	10	0	5	5	5	10	8	98
	NWR Udaipur (UDZ)	0	20	5	5	0	10	0	0	10	10	0	10	5	5	10	8	98
	SCR Raichur (RC)	0	20	5	0	0	5	10	0	0	10	0	20	5	5	10	8	98
	SECR Gondia (G)	0	10	5	10	0	5	0	10	10	10	5	5	5	5	10	8	98
	SECR Durg (DURG)	0	10	5	5	0	5	0	20	10	10	0	10	5	5	10	0	95
	SER Tatanagar (TATA)	0	20	10	5	0	5	0	20	10	5	0	5	5	0	10	0	95
	WR Bharuch (BH)	0	20	20	0	0	10	0	0	10	5	0	10	5	5	10	0	95
	ECR Khagaria (KGG)	0	20	5	0	0	5	0	0	20	10	0	10	5	0	10	8	93
	NCR Aligarh (ALJN)	0	20	5	0	0	5	0	0	10	10	0	20	5	0	10	8	93
	NC R Banda (BNDA)	0	20	5	0	0	10	0	0	10	0	0	20	5	5	10	8	93
	NCR Mirzapur (MZP)	0	20	5	0	0	5	10	0	0	10	0	20	5	0	10	8	93
	NER Basti (BST)	0	20	5	0	0	10	0	0	10	10	0	10	5	5	10	8	93
	NER Chhapra (CPR)	0	20	5	5	0	5	10	0	10	10	0	5	5	0	10	8	93
	NER Gonda (GD)	0	20	5	5	0	5	0	0	10	10	0	10	5	5	10	8	93
	NER Siwan (SV)	0	20	5	0	0	5	0	20	10	10	0	5	0	0	10	8	93
	NFR Silchar (SCL)	0	20	5	5	0	5	0	0	10	10	0	10	5	5	10	8	93
	NR Barabanki (BBK)	0	20	10	0	0	5	0	0	0	10	0	20	5	5	10	8	93
	NR Haridwar (HW)	0	20	5	10	0	5	0	0	10	5	0	10	5	5	10	8	93
	SCR Guntakal (GTKD)	0	20	5	5	0	5	10	0	0	5	10	5	5	5	10	8	93
	SER Rourkela (ROU)	0	10	5	5	0	5	0	0	10	10	0	20	5	5	10	8	93
	SWR Hubli (UBL)	0	10	5	5	0	5	5	0	10	10	5	10	5	5	10	8	93
	WCR Bina (BINA)	0	20	5	10	0	5	0	0	10	10	0	5	5	5	10	8	93
	WCR Itarsi (ET)	0	20	5	5	0	5	0	0	10	10	0	1015	5	10	8	93	
	NCR Mathura (MTJ)	0	20	5	5	0	5	10	0	10	0	0	5	5	5	10	8	88

NCR	Raja Ki Mandi (RKM)	0	20	5	5	0	0	5	0	0	10	0	0	20	5	0	10	8	88
NCR	Tundla (TDL)	0	20	5	5	0	0	5	0	0	10	0	0	20	5	0	10	8	88
NER	Deoria Sadar (DEOS)	0	20	5	0	0	0	10	0	0	10	10	0	10	5	0	10	8	88
NER	Rawatpur (RPO)	0	20	5	0	0	0	5	0	0	10	0	0	20	5	5	10	8	88
SWR	Belgaum (BGLI)	0	20	5	0	0	0	5	10	0	10	10	0	5	5	0	10	8	88
SWR	Vasco-Da-Gama (VSG)	0	20	5	5	0	0	5	5	0	10	5	0	5	5	5	10	8	88
CR	Chandrapur (CD)	0	20	10	0	0	0	5	10	0	10	5	0	10	5	0	10	0	85
SER	Ranchi (RNC)	0	10	5	10	0	0	5	0	0	10	10	0	10	5	10	10	0	85
NER	Lucknow City (LC)	0	20	5	0	0	0	5	0	0	10	10	0	10	5	0	10	8	83
NFR	Dibrugarh Town (DBRT)	0	20	5	5	0	0	0	0	0	5	0	0	20	5	5	10	8	83
NER	Badshahnagar (BNZ)	0	20	5	10	0	0	5	0	0	0	0	0	10	5	5	10	8	78
NER	Mau Jn. (MAU)	0	20	5	0	0	0	10	0	0	10	5	0	5	5	0	10	8	78
SWR	Yesvantpur (YPR)	0	20	5	5	0	0	5	0	0	10	0	0	5	5	5	10	8	78
NCR	Etiawah (ETW)	0	20	5	0	0	0	5	0	0	10	0	0	5	5	0	10	8	68
NER	Manduadih (MUV)	0	20	5	0	0	0	5	0	0	5	0	5	10	5	0	10	8	68
NR	Unnao (ON)	0	20	5	0	0	0	5	0	0	10	0	0	5	0	0	10	8	63