

**28**

**RAILWAY CONVENTION COMMITTEE**

**(2014)**

**(SIXTEENTH LOK SABHA)**

**MINISTRY OF RAILWAYS**

**(RAILWAY BOARD)**

**CLEANLINESS AND HYGIENE IN COACHES AND  
STATIONS**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

*December, 2018/Pausha, 1940 (Saka)*

**TWENTY EIGHT REPORT**  
**RAILWAY CONVENTION COMMITTEE**

**(2014)**

**(SIXTEENTH LOK SABHA)**

**MINISTRY OF RAILWAYS**  
**(RAILWAY BOARD)**

**CLEANLINESS AND HYGIENE IN COACHES AND STATIONS**

Presented to Lok Sabha on 31.12.2018

Laid in Rajya Sabha on 31.12.2018



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**NEW DELHI**

*December, 2018 / Pausha, 1940 (Saka)*

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- II.    Minutes of the Fifty Fourth sitting of the Railway Convention Committee (2014) held on 28 December, 2018.

**COMPOSITION OF RAILWAY CONVENTION COMMITTEE  
(2014)**

**Shri Bhartruhari Mahtab, MP - Chairperson**

**Members**

**Lok Sabha**

2. Shri Abhishek Banerjee
3. Shri Sanganna Amarappa Karadi
4. Shri K. Ashok Kumar
5. Shri Kamalbhan Singh Marabi
6. **Vacant\***
7. Ramen Deka\*\*
8. Shri Janak Ram
9. Shri Rahul Ramesh Shewale
10. Shri Bharat Singh
11. Shri Liladharbhai Khodaji Vaghela
12. Shri K.C. Venugopal

**Rajya Sabha**

13. Shri Sanjay Seth#
14. Shri T.K. Rangarajan
15. Shri Prem Chand Gupta
16. Shri Abdul Wahab
17. Dr. V. Maitreya#
18. Shri Ranvijay Singh Judev

**SECRETARIAT**

- |    |                        |   |                     |
|----|------------------------|---|---------------------|
| 1. | Smt. Kavita Prasad     | - | Joint Secretary     |
| 2. | Shri M. K. Madhusudhan | - | Director            |
| 3. | Shri D.R. Mohanty      | - | Additional Director |

\*Vacancy occurred w.e.f. 05<sup>th</sup> July, 2016 vice Smt. Anupriya Patel was appointed MOS.

#nominated w.e.f. 7 June, 2018

\*\* nominated w.e.f. 1 August, 2018

## **INTRODUCTION**

I, the Chairperson, Railway Convention Committee (2014), having been authorized by the Committee, present this Twenty Eight Report on 'Cleanliness and Hygiene in Coaches and Stations'.

2. The Committee obtained background material and written information from the Ministry of Railways (Railway Board) in connection with the examination of the subject. The Committee also took oral evidence of the representatives of the Ministry of Railways (Railway Board) on 25<sup>th</sup> January, 2018. The Committee express their thanks to the representatives of the Ministry of Railways (Railway Board) for appearing before the Committee and also for furnishing requisite written information in connection with the examination of the subject.

3. The Committee considered and adopted this Report at their sitting held on 28<sup>th</sup> December, 2018. The Minutes of the sitting of the Committee are appended to the Report.

4. For facility of reference and convenience, the Observations/ Recommendations of the Committee have been printed in bold letters in the Report.

New Delhi:  
28 December, 2018  
**07 Pausha, 1940 (SAKA)**

**BHARTRUHARI MAHTAB**  
CHAIRPERSON  
RAILWAY CONVENTION COMMITTEE

# REPORT

## PART - I

### I. INTRODUCTORY

Indian Railways is one of the largest railway network in the world comprising of 119,630 km of track and carrying 8.107 billion passengers annually. Around 13,313 passenger trains (including 3500 Mail/Express trains) run on the rail network every day passing through 8700 stations and carrying 23 million passengers. Given the huge scale of train operations and ever increasing passenger traffic, the task of maintenance of cleanliness & hygiene in coaches and stations in Indian Railways is both a mammoth task and a big challenge.

2. Owing to various factors such as long lead of trains, large no. of stoppages, environmental conditions, uncontrolled usage and passenger habits, cleanliness of trains, particularly coaches and toilets, and stations assumes critical importance and has to be a high priority area for the Indian Railways. It is in this back drop that the Committee took up the subject “Cleanliness & Hygiene in Coaches and Stations”, for detailed examination and Report. In the process, the Committee obtained Background Note/Written Replies from the Ministry of Railways, apart from taking the oral evidence of the representatives of the Ministry of Railways. The Committee also undertook study visit to certain Zonal Railways to obtain feedback at the field level. Based on the written submissions and oral deposition of the representatives of the Railway Board and inputs gathered at field level, the Committee have examined the subject in detail as enumerated in the succeeding paragraphs.

## **II. Cleanliness in Coaches and Stations**

3. The Committee were informed that the following measures have been taken by railways for cleanliness in the coaches and Railway Stations:-

### **A. Cleanliness in Coaches**

- (i) To avoid the dropping of night soils on the Platform lines and on tracks, pace of installation of bio-toilets in Coaches has been intensified under Swachh Bharat Abhiyaan. It is planned to install bio-toilets in the entire BG coaching fleet of Indian Railways by 2019.
- (ii) Mechanised Cleaning of Coaches is being carried out through professional agencies in more than 145 coaching depots.
- (iii) On Board Housekeeping Service (OBHS) has been provided in more than 1050 pairs of trains including Rajdhani, Shatabdi and other important long distance Mail/Express trains for cleaning of coach toilets, doorways, aisles and passenger compartments during the run of the trains.
- (iv) In 'Clean My Coach' scheme, for any cleaning requirement in the coach in trains having OBHS service, passenger can send a message through mobile (SMS) on a specified mobile number.
- (v) 'Clean My Coach' service is now being upgraded to 'Coach Mitra' facility which is a single window interface to register coach related requirements of passengers such as cleaning, disinfection, linen, train lighting, air conditioning and watering of coaches. 'Coach Mitra' facility has been introduced in about 1000 pairs of OBHS trains.
- (vi) Provision of dustbins in non AC coaches also in addition to the AC coaches.
- (vii) 13 Sections have been declared as Green Train Corridors which have no human waste discharge from trains, as all trains passing through these Sections are fitted with 100% bio-toilets.
- (viii) A third party survey for assessment of cleanliness in 210 important trains has also been carried out recently.

## **B. Cleaning at Stations**

- (i) Mechanised cleaning contracts with improved processes, machinery and updated management systems have been awarded. Currently, mechanised cleaning is done at 520 stations.
- (ii) Provision of washable concrete aprons at stations.
- (iii) Clean hour concept i.e. during a notified lean period entire station premises are thoroughly cleaned on daily basis.
- (iv) Zonal Railways have been authorized regarding operation and maintenance, including cleanliness of toilets through contracts on 'Pay and Use' basis at various categories of stations. More than 900 stations have Normal Pay and Use toilets and about 60 stations have Deluxe Pay and Use toilets.
- (v) Rag picking contracts and/or Garbage disposal contracts are awarded at more than 730 stations over Indian Railways.
- (vi) Enforcement of Indian Railways (Penalties for activities affecting cleanliness at railway premises) Rules, 2012 has been intensified. In the financial year 2017-2018, more than 4.9 lakh persons were booked and a fine of Rs 6.58 crores (approx.) has been realized
- (vii) About 310 stations are using CCTV cameras for monitoring cleanliness.
- (viii) About 100 Plastic Bottle Crushing Machines (PBCMs) have been installed at different stations.
- (ix) 'Clean Train Station' (CTS) scheme has also been prescribed for limited mechanized cleaning attention to identified trains including cleaning of toilets during their scheduled stoppages enroute at nominated stations. At present, this scheme is provided at 40 stations.
- (x) Railways have also taken up a pilot project for disposal of Municipal Solid Waste (MSW) being generated at major railway terminals in an environment friendly manner including segregation of waste and conversion of bio-degradable waste to energy (bio-methanation).

4. When asked about the monitoring mechanism that has been put in place to ensure proper implementation of various measures/steps taken for cleanliness in coaches and stations, the Ministry have submitted as under:-

- Regular inspections are conducted by various officials at the Railway stations, Coaching depots and on trains to monitor cleanliness and also to identify weak areas to take remedial measures.
- Suitable action is taken against the contractors who are found wanting in the performance of their duties for maintaining proper cleanliness at railway stations and on trains. Counseling of staff is also done.
- Cleanliness and Awareness Drives are launched from time to time to have wider participation and monitoring.
- Passenger feedback is being included in performance evaluation and monitoring of housekeeping contracts.
- Multi disciplinary Service Improvement Groups (SIGs) at the Zonal /divisional and station level have been activated to inspect passenger amenities including cleanliness and to suggest / take remedial measures for rectifying the deficiencies and shortcomings.
- Use of CCTVs has been extended for monitoring of cleanliness activities at about 310 major stations.
- Enforcement of Indian Railways (Penalties for Activities affecting cleanliness at railway premises) Rules, 2012 has been intensified and adequate publicity is given in this regard.
- Environment and Cleanliness Shield has been introduced by Railway Board to recognize the best effort made by the railway towards Environment and Cleanliness of Stations and Trains.

### **III. Budget/Fund allocation & Utilisation**

5. As regards fund allocation and its utilisation towards cleanliness & hygiene, the Ministry of Railways have informed the Committee that the Budget allocation and utilization for Coach and Station sanitation etc., during the last five years i.e. from 2013-14 to 2017-18 and Budget Estimates 2018-19 are as under :

	2013-14		2014-15		2015-16		2016-17		2017-18		2018-19
	RE	ACT	BE								
Coach Sanitation	332	315	402	373	566	494	669	644	836	763	926
Station Sanitation	175	156	267	213	294	265	411	364	539	507	595

(BE- Budget Estimate, RE – Revised Estimate, ACT – Actual Expenditure)

The actual expenditure for 2018-19 (upto Sept'18) is Rs 683.90 crore (Rs 419.94 crore on Coach Sanitation and Rs 263.96 crore on Station Sanitation).

The Ministry have stated that adequate budgetary provisioning is being made for the cleanliness related activities.

6. On being asked whether Railways get any specific funding from Swachha Bharat Abhiyaan and whether the same is adequate for the cleanliness & hygiene, the Ministry of Railway stated that in 2016-17, an amount of Rs. 1155 crore was provided by Ministry of Finance from General Exchequer for Capital expenditure on works relating to fitment of bio-toilets as part of 'Swachh Bharat Mission', and the amount is adequate for that year.

7. During evidence, the Member (Rolling Stock) apprised the Committee that Railways had asked for Rs. 1200 crore in 2018-19 budget towards fitment of bio-toilets.

#### **IV. Intensive Mechanised Cleaning of Coaches**

8. When asked about the measures taken by the Indian Railways for intensive mechanised cleaning of coaches, the Ministry in a written reply stated as follows:-

“Intensive mechanised cleaning of coaches is being carried out in the coaching depots through professional agencies.

Heavy and portable duty machines such as high pressure jet cleaners, portable single disc floor scrubbers, wet and dry vacuum cleaners and other machines like mini scrubber, hand held buffing machines and High Pressure Steam cleaning machines etc. are deployed for the purpose. Around 80 professional agencies have been engaged by different Zonal railways.

9. When asked as to whether the machines deployed are adequate to cater to the needs of the Railways, the Ministry in their written submission stated that these machines are adequate as per present needs.

10. On being asked about in how many coaching depots, intensive mechanised cleaning of coaches has already been implemented, the Ministry submitted that intensive mechanised cleaning of coaches has been implemented in more than 145 coaching depots. Around 10 more depots have been indentified for implementing mechanised Cleaning of Coaches. Automatic Coach Washing Plants are also planned for exterior cleaning of coaches at some major depots.

## **V. Quality of Service Contracts**

11. The Committee while expressing concern over the bidders quoting uneconomical rates to win the contract and later compromising on the quality of work to be done with a view to make profit, enquired as to what Railways intend to do to overcome this problem. In response, the Member (Rolling Stock) during evidence stated as under:-

“We are well aware of this problem. That is why... we have developed a Standard Bid Document. This bid document was done with a lot of deliberation from Private agencies and Quality Council of India, which is a pioneering institute of the Government of India, which was actively involved in framing these guidelines which are contemporary as far as what is being followed in other industries like airports, hotels, etc. So,

accordingly this SBD has been prepared. We have circulated it to all the zonal railways for implementing it. It has been done only a couple of months back. This will apply for all future contracts. These conditions cannot be implemented in the existing contracts. But on all future contracts, this would be done as per the SBD which takes care adequately all the concerns which have been raised by hon. Members.”

12. Elaborating further on the process of awarding house-keeping contracts, the Ministry in their post-evidence reply stated as under:-

“To address various issues related to housekeeping contracts, we have developed a standard bid document for housekeeping of stations, coaching depots and trains. Two packet tendering system will be followed. In addition to the minimum eligibility criteria, only the bidders scoring minimum 70% in technical evaluation stage will qualify for opening of financial bids. Provision of bio metric attendance and price variation clause to ensure payment of minimum wages are some of the other measures included to overcome the issues affecting housekeeping contracts. Zonal railways have started processing tenders based on this standard bid document.

General Conditions of Contracts for Services, as distinct from requirements of Works, have also been issued. Empowerment of field officers has been done to cater to Service exigencies.

Notwithstanding, in case of complaints/ unsatisfactory work regarding cleanliness, necessary action is taken to avoid such complaints and suitable penalty is imposed on the contractor as per contract conditions.”

13. When asked about the steps being taken to overcome the problem of supplying sub-standard material to the house keeping staff, the Ministry in their written reply stated as under:-

“For departmental cleaning work, material is purchased according to defined specifications and inspection is done to ensure specified quality of material. For outsourced housekeeping work, specifications or approved brands of cleaning material are defined. Inspections and checks are done to ensure that the contractors use the prescribed material. If it

is found that sub-standard material is used then the contractor is liable to be penalised.

In the new standard bid document issued for housekeeping of stations, coaching depots and trains, a 10% weightage has been given to 'use of type and quantity of consumables and machinery' in the evaluation of contractor's performance which is linked to monthly payments."

## **VI. Bio-toilets**

14. The Committee were informed that with a view to prevent human discharge/waste from toilets, Railways have undertaken a programme for fitting bio-toilets on all Broad Gauge Coaches.

15. On being pointed out about the various problems in the functioning of bio-toilets viz. bad smell, overflowing of human discharge and its disposal etc; the Member (Rolling stock) during evidence stated as under:-

"Railways is having an ambitious plan of converting all the toilets to bio-toilets. We intend to complete it by March 2019. In fact, we have an internal target of bringing it forward also a little bit. But March 2019 is something which is doable and we will do it. Once it is done, a lot of problems of human waste falling on the track would get eliminated. There was a concern about non-functioning of bio toilets. There is some element of problem of bio toilets not working. When the trains come to the primary maintenance depot we do find about seven per cent or ten per cent bio toilets in choked condition. Primarily it is a problem of choking because people drop the bottles, diapers, napkins, etc. Because of that we decided that all bio-toilet coaches would be provided with a dust bin inside also so that all these plastic materials, diapers, etc go into that and does not go in and choke the bio-toilets. Secondly, in these bio-toilets waste retention tanks are fitted below the coach, underneath the lavatories. The human waste discharged gets collected into these retention tanks. It is acted on by a colony of anaerobic bacteria that converts human waste mainly into water and bio gas, mainly methane and carbon dioxide. There is no solid waste at the end of the process. The gases escape into atmosphere and the waste water is discharged after chlorination on to the normal thing because it cannot be

discharged into the open drain. Raw human waste does not fall on the railway track. Every month five per cent of the bio toilet sample testing is done in the depot to check for their Ph value to find out whether the human waste is getting decomposed into water and gases by virtue of these anaerobic bacteria. In case we find that there is some problem, then the anaerobic bacteria inoculum is charged into that bio-toilet and it is again allowed to go in service.”

16. In addition to the aforesaid steps/measures taken to remove the deficiencies and problem in the functioning and maintenance of bio-toilets, the Ministry of Railways in a written reply informed the Committee that improvements to flushing system and ventilation are also underway to eliminate foul smell and availability of mugs in coach lavatories is also being ensured.

17. When asked as to how the bacteria required for bio-toilets is being generated/produced and whether it is adequate enough to cater to the requirements of Railways, the Member (Rolling Stock) during evidence stated as under:-

“We are getting inoculum from DRDO, Gwalior and we also have our in-house plant in Moti Bagh, Nagpur, which produces the inoculum”

He further added:-

“There are two kinds of bacteria which are available. One is anaerobic and the other is aerobic. This is the technology which is patented by DRDO and we are only using the DRDO technology. In the Nagpur facility, which is an Indian Railway facility, we are making this inoculum and it has been developed in collaboration with DRDO. We are planning to expand it. Besides that, we are setting up two more facilities in Indian Railways to product inoculum. Whatever we are getting from DRDO, Gwalior and our in- house facility, that would be able to cover for our requirement of inoculum.”

18. Elaborating further on the matter, the Ministry of Railways in a written reply stated as follows:-

“There are many sources which are approved by DRDO for bacteria generation and are spread over in different regions of the country. Apart from this, IR has its own Bacteria Generation Plant in Motibagh Workshop of SECR at Nagpur. Adequate capacity is available from these sources for use in bio-toilets in coaches.”

19. As regards the disposal of human waste of the bio-toilets, the Ministry informed the Committee that the human waste, collected in bio-tanks, is disposed-of/bio-digested “on-board” by anaerobic bacteria already filled in the bio-tank. The bacteria convert the human waste mainly into water & bio-gases. Gases escape into the atmosphere and water is discharged after disinfection. Hardly any quantity of solid residual is generated in this process that requires cleaning.

20. The Committee while pointing out the problems of use of inoculum i.e. once it is opened it has to be utilised within two days, otherwise it will be expired, asked as to what measures Railways have taken for proper monitoring and use of inoculum. In response, the Member(Rolling Stock) during evidence stated:-

“I am very much aware of it. This was a report which was published in The Indian Express. We have taken note of that report and we have put a corrective action plan on that.”

He further added:-

“I would like to inform you that due to that reason only we have intensified the cross check on the bio-toilets. Earlier, this five per cent check was used to be done in a quarter. Now we have made this five per cent check on a monthly basis just to make sure that there are no cases wherein bio-toilets are found to be not working.”

21. When asked about imparting of adequate training to supervisory staff who are going to supervise the bio-toilets, the Member (Rolling Stock) stated:-

“We have created a module and we have made video films which are being adequately shown to the supervisors, artisans and the Group IV staff and we are taking assurance from the Depot Officers that the people who are involved in maintenance of bio-toilets are adequately trained to handle these kinds of things.”

He further added:-

“We have made sure that all the contractors who are undertaking works of On-board Housekeeping services are trained in the handling of bio-toilets”.

22. The Committee have further been informed that more than 1,58,000 bio-toilets have been fitted in around 43400 coaches. During 2018-19, nearly 32000 bio-toilets have been fitted in around 8600 coaches. Entire BG coach fleet is targeted to be covered by 2019.

## **VII. Linen Management**

23. The Committee while expressing concern over the poor level/quality of washing of the linen viz. Bed spread, pillow covers and woolen blankets, enquired about the periodicity of washing of various linen. In response, the Ministry of Railways in their written submission stated that Blankets (Woollen) are cleaned at least once in two months and curtains are to be washed once in a fortnight. Washing of bed linen (except blanket) is done after every single use. It has been stated that cleaning is mostly done in in-house laundries (approx 70% of quantity) or outsourced to mostly mechanized laundries. To improve the quality of washing of bed linen, mechanized laundries have been set up at 57 locations in the railways, covering nearly 65 % of linen washing requirement. Most of the remaining linen is also washed in outside mechanised laundries through contracts.

24. During the evidence held on 25 January, 2018, the Member (Rolling Stock) further elaborated as under:-

“Another issue was raised about the quality of linen. Bedsheets, pillow covers and hand towels are washed after every use. Blankets are washed once in two months. The life of the blanket is four years. We are planning to modify the blanket cleaning to once in 15 days. Besides that we are also going to improve or modify the specification of blankets. Thirdly, we are trying to install a new type of temperature controller in air conditioned coaches. This controller has been developed in collaboration with IIT Delhi. On pilot basis we have fitted it in some coaches. The response is very good because about 50 per cent of the passengers have said that they do not need the blanket. So, basically air conditioning also means that you keep a comfortable temperature to such an extent that passengers perhaps do not feel the need for using a thick blanket. We intend to extend these trials to Rajdhani for one or two months more. After that we intend to proliferate it and make the blanket like a thick shawl which normally people use. This will take care of a lot of handling and washing problems. Then, we will go ahead with weekly or ten-day cycle of cleaning.”

25. The Committee having come to know that the Railways are reportedly experimenting with disposable pillow covers and cotton blankets in certain zones, asked why the facility should not be extended to the unreserved coaches as well and also to the passengers boarding enroute at night. In response, the Member (Rolling Stock) during evidence has stated as under:-

“You also mentioned about the take away kits. This has not been very popular at all. It was done through the IRCTC. They charged for blankets and pillows and hand towels at the rate of Rs. 250. Passengers were not inclined to pay Rs. 250 for taking a bed roll. It was not popular. Had it been popular we would have extended it to many more trains.”

### **VIII. Use of better Disinfectant with pleasant odour**

26. The Committee while observing that at railway stations and the railway toilets only a particular type of disinfectant having a specific smell is used and enquired as to why a better disinfectant cannot be used. In response, the Ministry of Railways submitted that:-

“Earlier, procurement of phenylic type disinfectant fluid to IS:1061/1997 was being done which had a peculiar smell.

Now, all railways have been advised that fresh procurement of disinfectant shall be of 'De-Odourizing-cum-Disinfectant Fluid' as per BIS specification IS:10758/1983 for all railway locations including cleaning in railway offices, hospitals, stations, coaching depots, trains, etc. This 'De-Odourizing-cum-Disinfectant Fluid' has some content of pure strain absolute essential oil like pine, lemon grass or any other essential oil which provides pleasing odour."

## **IX. Complaints Management and Grievance Redressal System**

27. The Committee have been informed that the following grievance redressal mechanisms have been put in place by the Railways to handle complaints/grievances of passengers regarding cleanliness:-

- (i) The passenger can lodge complaints in Complaint / Suggestion book with Station Manager / Station Superintendent and Guards of Mail/Express/Passenger Trains.
- (ii) The passenger can also lodge complaint through Web, SMS and App in IR Web portal COMS.
- (iii) Twitter account is also available for lodging complaints on cleanliness by passenger.
- (iv) For immediate grievance redressal of on-board passengers "Coach Mitra" / "Clean My Coach" facility has been provided in more than 1000 pairs of trains having On Board Housekeeping Service (OBHS).
- (v) Passengers can lodge complaint about cleanliness of stations on Help line number 138.
- (vi) Through CPGRAMS web portal, Railway is also providing redressal of grievances including those related to cleanliness.

28. Elaborating on the system in place with regard to complaint management, the Member (Rolling Stock) during evidence submitted as under:-

“We also have a system of feedback from the travelling public who travel on the trains. We have a complaints management system. We monitor these complaints which are coming on various items like cleanliness at stations, maintenance-related issue, non-availability or poor quality of bed rolls, or non-availability of water. During the current year, from April to December, we had a total of 23.98 per cent of complaints relating to cleanliness, out of the overall total complaints generated on these account, whereas this was 25.79 per cent in the period 2016-17. For stations cleanliness, the complaints translate into 1.26 per cent; coach maintenance/cleanliness 13.36 per cent; non-availability or poor quality of bed rolls 3.67 per cent, out of the total number of complaints generated. This is the broad percentage figure amongst the total number of complaints recorded at the Railway Board level.”

29. To a specific query as to how much time does it take or the specific time period fixed for redressal of a Complaint/grievance, the Member (Rolling Stock) during the evidence submitted that 42% of the Complaints with regards to Clean my Coach or Coach Mitra are attended to within 30 minutes as per the data available with them.

30. When asked whether an interactive mechanism with passengers has been developed, the Ministry in their written submission stated as under:-

“Indian Railways have already introduced social media platform for customer engagement through twitter handles of the Ministry of Railways @RailMinIndia, facebook page “Ministry of Railways – India” as well as twitter handles of all Divisional Railway Managers and General Managers of Indian Railways for effective customer engagement. This has proved to be more effective interactive mechanism with passengers where issues are addressed on real time basis.

Passengers have begun to realize the power of social media and are now religiously resorting to Twitter and Facebook for quicker resolution of their issues and to seek response to their queries. A system has been put in place, whereby, if any passenger travelling in the train, encounters a difficulty he/she can get in touch with railways on real time basis. This facility was not available earlier.

How this Interactive mechanism with passengers work:

- ❖ The official reads the tweet/post and tags it to the concerned authority (i.e. Zone/Division/Railway Board Directorate).
- ❖ After a tweet/post reaches a division, concerned branch officer takes immediate action to provide the necessary help/assistance, thereby resolving the issue of the passenger. Once the issue gets resolved, the official tweets the status of the complaint appropriately.
- ❖ Tweets/posts received regarding 'Cleanliness and Hygiene in coaches and stations' are taken care of through the above system on real time basis."

31. The Committee having noted that maintaining cleanliness in coaches and stations is the responsibility of commuters as well, enquired about the efforts made by the Railways to educate the passengers about the benefits of cleanliness and hygiene in their own as well as the fellow passengers' interest. In response, the Ministry of Railways in their written submission stated as under:-

"Some efforts made by the Railways to interact with the passengers and educate them about the benefits of cleanliness and hygiene are :-

- (i) Publicity / awareness campaigns through display of posters, banners, distribution of leaflets,
- (ii) Announcements over the Public Address system.
- (iii) Involvement of scouts and guides and NGOs to educate the users.
- (iv) Display of notices in trains requesting passengers not to use train toilets while the train is stationary at station.
- (v) Improving awareness on proper use and Do's /Don'ts of bio-toilets through stickers/ posters, announcements, displaying of models etc.
- (vi) Printing of slogans in tickets, reservation slips, tender notices etc.
- (vii) Arranging 'Nukkad Nataks' (street plays) on cleanliness theme in station vicinity.
- (viii) Indian Railways have introduced social media platform for customer engagement through twitter handles of the Ministry

of Railways @RailMinIndia, facebook page “Ministry of Railways – India” as well as twitter handles of all Divisional Railway Managers and General Managers for effective customer engagement.

- (ix) Passenger feedback is being included in performance evaluation and monitoring of housekeeping contracts.
- (x) Recent “Swachhta-Hi-Sewa” campaign had a major component of involving passengers.”

32. On being asked whether Railways seek and act upon the suggestions from the passengers, general public, public representatives, volunteers etc with regard to achieving significant and sustainable improvements in cleanliness standards of trains and stations, the Ministry of Railways have submitted as under:-

“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. Each complaint / suggestion is investigated / examined for necessary action. Suggestions are solicited from the passengers by displaying boards at the stations. In addition, suggestions are also taken from passengers during special drives.

Regular meetings of ZRUCC (Zonal Railway Users’ Consultative Committee), DRUCC (Divisional Railway Users’ Consultative Committee), meetings with Hon’ble MPs of divisional jurisdictions are being conducted and suggestions obtained are implemented depending upon practical feasibility. Passenger feedback with suggestion is also taken in OBHS trains towards improving cleanliness.

Provision of dustbins in non-AC coaches and installation of sanitary napkin dispensers and plastic bottle crusher machines at stations are some examples of suggestions being implemented.

33. In this regard the Ministry of Railways have apprised the Committee that on a suggestion received from Shri Rahul Kaswan, Hon’ble Member of Parliament, regarding review of timings of

sweeping of platforms, keeping in view the rush hours of passengers, NWR advised all concerned that cleaning operation may be done at non-peak hours.

## **X. Station Cleanliness Survey**

34. The Committee enquired as to whether the Railways had conducted any survey for cleanliness and hygiene at stations and if so, whether Report thereof had been published. In response, the Ministry in a written submission had stated that:-

“Indian Railways has conducted third party audit cum surveys for assessment of cleanliness at 407 major railway stations in 2016 and 2017. Reports of both these surveys were published. The report of 2017 survey is also available on website RAILSWACCH.IN. A third party survey on cleanliness of 210 important mail / express trains has been started recently, i.e. in February, 2018.

In this regard, during evidence, the Member (Rolling Stock) had stated as under:-

“The station cleanliness survey reveals an interesting data. The stations which are based on the south side of Vindhya are comparatively better maintained. Contracts are of the same type. Maybe the contractors are more energetic in those areas, but I would also say, having worked in South Central Railway as General Manager for more than a year, people are very very responsive. People feel that this is their area, so they should keep it clean. There are two ways to handle it. One is to educate the public through films being shown on the station, banners and posters; and second is by enforcing law of the land i.e. anti-littering. We are very hesitant to use this particular law, primarily because any forceful action is not very much appreciated by the public. But we are trying our level best to educate the people to help us in maintaining the cleanliness on the station as well as on the trains.”

## **XI. Constraints/impediments**

35. On being asked about the constraints/impediments faced by the Railways in their endeavours towards cleanliness and hygiene in

coaches and stations, the Ministry of Railways in a written reply submitted as under:-

“Indian Railways cover over 8700 stations and carry around 23 million passengers daily with clientele of varied socio-economic backgrounds. Maintaining cleanliness in coaches and at stations is an uphill task due to factors like heavy footfalls / overcrowding, repeated use, provision of food/catering services, uncontrolled usage, passenger habits and long waiting time / journey time of passengers etc. In addition, use of station facilities by unauthorized public, trespass on railway track and railway land in approaches of major stations etc. cause disturbance in work and create unhygienic conditions. The infrastructure for cleanliness like drainage, platform surfaces, coach washing lines need improvement at many places.

Awareness of passengers regarding maintaining cleanliness in the coaches and proper use of bio-toilets also needs to be improved.

Involving and interacting with passengers on regular basis and extensively in Swachhta Campaigns, awareness campaigns in the print/electronic media, display of bio-toilet models at Railway Stations and stickers in coaches to explain the mechanism and ‘Dos and Dents’ regarding bio-toilets are some ways to overcome these constraints.

Railway has also been conducting public awareness campaigns involving Scouts and Guides, NGOs and other voluntary organizations in station premises to highlight the importance of maintaining cleanliness by the users.

Enforcement of Indian Railways (Penalties for activities affecting cleanliness at railway premises) Rules, 2012 has also been intensified.

It is Railway’s endeavor to sensitize and educate the passengers towards cleanliness and hygiene and bring about behavioral changes to maintain cleanliness in Railway premises and avoid overcrowding. At the same time, assistance of Local Government shall be beneficial to avoid encroachment, control trespassing and for disposal of segregated solid waste, provision of adequate toilet facilities at adjoining areas etc.”

## **PART-II**

### **OBSERVATIONS/RECOMMENDATIONS**

1. The Committee note that that railways have taken a number of steps for the cleanliness of coaches and stations, which *inter alia* include mechanised cleaning of coaches in more than 145 coaching depots, Clean My Coach' scheme, Coach Mitra scheme, provision of dustbins in non AC coaches in addition to AC coaches, provision of washable concrete aprons at stations, rag picking contracts and/or garbage disposal contracts at more than 730 stations, installation of CCTV cameras for monitoring cleanliness in 310 stations, installation of 100 Plastic Bottle Crushing Machines at different stations. Besides, Clean Train Station (CTS) scheme has also been provided at 40 stations and a pilot project for disposal of Municipal Solid Waste (MSW) being generated at major railway terminals has been taken up. While expressing satisfaction over the measures taken for cleanliness of the coaches and stations, the Committee, however, are constrained to observe that the various cleaning facilities/schemes provided by railways have been confined to few select stations and BG coaches having OBHS facility. They, therefore, desire that efforts should be made to extend the schemes and facilities meant for cleanliness, to all the stations and BG coaches in a time bound manner.

2. The Committee note that as against a total of 3500 mail/express trains that run on the rail network , presently

**cleaning of coach toilets, doorways, aisles and passenger compartments, during the run of the trains, is done through On Board Housekeeping Service (OBHS) in about 1050 pairs of trains including Rajdhani, Shatabdi and other important long distance Mail/Express trains, which constitutes around 30 % of total mail/ express trains. The Committee recommend that the facility of OBHS should be progressively extended to all the mail/express trains within a time bound period of 2-3 years so that the passengers travelling in all the mail/express trains can have access to better cleaning facilities and thus have a pleasant travelling experience. The Committee would like to be apprised of the steps proposed to be taken in this regard within three months of the presentation of this report to the Parliament.**

**3. The Committee were informed that at present intensive mechanised cleaning of coaches had been implemented by Railways in more than 145 coaching depots. Further around 10 more depots have been indentified for implementing mechanised cleaning of coaches, and Automatic Coach Washing Plants are also being planned for exterior cleaning of coaches at some major depots. The Committee desire that they may be apprised of the details of the depots that were identified for mechanized cleaning of coaches, as also the depots where the Automatic Coach Washing Plants would be set up.**

**4. The Committee note that with a view to address the problem of compromising on the quality of house keeping work to be done by the outsourced contractors, a standard bid document for housekeeping contracts of stations, coaching depots and trains have been developed by the Railways which would be followed for all future contracts. Further, in case of complaints/unsatisfactory work regarding cleanliness, suitable penalty will be imposed on the contractor as per the contract conditions. While appreciating the measures taken by the Railways in this regard, the Committee trust that the stringent qualifications prescribed for bidding for the housekeeping contracts, would go a long way in ensuring that proper services are provided by the Contractor.**

**5. The Committee further note that for outsourced housekeeping work certain specifications for the cleaning material to be used has been defined by Railways and certain brands of cleaning material has also been approved. Besides, inspections and checks are also carried out to ensure that the contractors use the prescribed material and in case sub-standard material is used, the contractor is liable to be punished. The Committee apprehend that notwithstanding the specifications prescribed by Railways for use of good quality cleaning material, there is every possibility of contractor using sub-standard material. The Committee, therefore, recommend that Railways should conduct frequent**

inspections and also surprise checks on all the running express/mail trains and also at the stations to ensure that the contractor use the specified cleaning material/approved brands. They also recommend that hand wash, toilet paper and other essential toilet items in all the coaches should be replenished quickly as and when these are exhausted so as to obviate any inconvenience caused to passengers.

6. The Committee note with satisfaction that fund allocation is no longer a constraint for cleanliness and hygiene in the Railways. The Committee are also pleased to note that there is a gradual increase in the budgetary allocation for the Coach and Station sanitation over the years. Further, they are also satisfied to learn from the submission made by the Member (Rolling Stock) during evidence that the budgetary amount provided by the Ministry of Finance to the Railways under “Swachha Bharat Scheme” has been adequate. However, the Committee observe that there is a gap between the Revised Estimates and Actual Expenditure in so far as fund utilisation is concerned. The Committee urge upon the Railways to take appropriate steps for full utilisation of the funds allotted. They also recommend that keeping in view the ever increasing number of new mail/express trains and commensurate increase of passenger traffic, and footfall, Railways should consider the feasibility of enhancing the budgetary allocation to the coach and station sanitation.

7. The Committee note that presently Railways had set up mechanized laundries at 57 locations across the Railway network covering nearly 65% of its linen washing requirement and rest of the linen washing work has been outsourced to the outside mechanised laundries through contracts. The Committee recommend that with a view to maintain proper quality and to ensure standards in linen management, Railway should set up more mechanised laundries so that the entire linen washing requirement is met in-house by the Railways. The Committee further note that Railways have prescribed certain specifications and periodicity for cleaning of various linen items. The Committee are of the view that notwithstanding these specifications, the Railways should conduct periodical checking of the laundries with a view to check the quality of linen washed and also the quality of linen supplied to the passengers in the trains by the contractors under OBHS. The Committee express satisfaction that the frequency of cleaning of blankets has been reduced from the present 2 months to 15 days. However, the Committee urge upon the Railways to ensure proper monitoring so that the washing specifications of blankets are strictly adhered to by the Railways staff at the mechanized laundries as also by the outsourced laundry contractors. The Committee express the hope that as stated/assured by Railways, appropriate steps would be taken by them, at the earliest, to keep the AC

temperature in the Coaches at optimal level so that the blankets can be replaced with shawls etc., which can be washed more frequently.

8. The Committee appreciate that railways have embarked on an ambitious plan of converting all the toilets into bio toilets in all BG coaches. The Committee were informed that so far more than 1,58,000 bio-toilets have been fitted in around 43400 coaches and during 2018-19, nearly 32000 bio-toilets have been fitted in around 8600 coaches. It has also been stated that the entire BG coach fleet is targeted to be covered with bio-toilets by March, 2019. The Member (Rolling Stock) in his evidence has also exuded confidence that Railways will strictly adhere to the timelines set. The Committee trust that Railways would take all measures to complete retro fitment within the specified time limit.

9. The Committee are constrained to observe that though retro fitment of bio-toilets is a laudable exercise as it is environment friendly, however these toilets are beset with problems such as choking, foul smell and over flow of human discharge etc. The Ministry of Railways have informed the Committee that various measures are being taken to remove the defects/problems in the bio-toilets, such as mandatory provision of dust bins in each coach lavatory, improvement in flushing system, ventilation and availability of mugs in all

coach lavatories etc. The Committee trust that the measures taken by Railways for proper upkeep and maintenance of bio-toilets would result in better cleanliness and hygiene in the coach lavatories and in turn would also help in maintenance of green track.

10. The Committee note that the bacteria inoculum required for use in the bio-toilets for decomposition of human waste is presently being generated/produced by Railways at their in-house plant in Moti Bagh, Nagpur, and besides they are also getting/procuring it from DRDO, Gwalior, which is stated to be sufficient to cover the requirement of the Railways. The Committee have come to know that there are some problems in the use of bacteria inoculum i.e. once it is opened it has to be utilised within two days, otherwise it will be expired. Allaying the fears of the Committee, the Ministry apprised that they are very much aware of this problem and have put in corrective action plan with regard to that and due to that very reason they have also intensified cross check of the bio-toilets from the earlier five per cent in a quarter to five per cent check of bio-toilets in a month, so as to ensure that there are no cases wherein bio-toilets are found to be not working. The Committee desire that Railways should put in place a fool proof mechanism for effective use and management of bacteria meant to be used in bio-toilets.

11. The Committee note that the human waste, collected in bio-tanks, is disposed-of/bio-digested “on-board” by the anaerobic bacteria already filled in the bio-tank, which convert the human waste mainly into water & bio-gases. While gases escape into the atmosphere, the water is discharged after disinfection. The Committee recommend that given the potential hazards involved in discharge of waste water, Railways should take steps for safe disposal of waste water collected in the waste retention tanks of the bio-toilets, at the designated locations/dump yards, without causing environment pollution.

12. The Committee are constrained to observe that at various railway stations and railway toilets a particular type of disinfectant having a specific smell/odour is used which is pungent causing discomfort/unpleasantness/ inconvenience to the passengers. The Ministry of Railways have informed the Committee that earlier phenylic type disinfectant fluid was being used which had a peculiar smell. Now, all Railway Zones have been advised that disinfectant to be procured shall be of ‘De-Odourizing-cum-Disinfectant Fluid’ which will be used at all railway locations including cleaning in railway offices, hospitals, stations, coaching depots, trains, etc. The new ‘De-Odourizing-cum-Disinfectant Fluid’ has some content of pure strain absolute essential oil like pine, lemon grass or any other essential oil which provides pleasing odour. The Committee trust that all the Zones and Divisions would

**start procuring new De-Odourizing-cum-Disinfectant Fluid, without any delay and replace the old disinfectant at the earliest so that all the railways premises including toilets have a hygienic and pleasantly fragrant atmosphere.**

**13. The Committee note that as per the data available with the Railway Board, 42% of complaints regarding “Clean My Coach” or Coach Mitra are attended to within 30 minutes. They also note with satisfaction that the tweet/posts received through the Social Media platform through twitter handles, Facebook and e-mails are attended to and addressed on real time basis. The Committee however desire that the railways may consider the feasibility of further reducing the response time for redress of complaints to the extent possible. They also recommend that railways should make all out efforts to resolve and redress maximum number of the complaints in least possible time so that the percentage of the complaints redressed would appreciably go up from the present 42%.**

**14. The Committee appreciate the Railways for conducting third party audit cum surveys for assessment of cleanliness at 407 major railway stations in 2016-17. The Committee are of the considered opinion that such surveys would not only put pressure on the staff and officers of all the stations to make their premises neat and clean, but also lead to healthy competition among various stations and encourage**

them to emulate the best ranking stations to improve their rankings. The Committee recommend that more and more stations should be brought under the purview of audit-cum-survey assessment, so as to foster competition among different stations in maintenance of cleanliness. The Committee were informed that Railways have undertaken a third party survey on cleanliness of 210 important mail/express trains in February, 2018. While appreciating the initiative taken by the Railways, the Committee desire that they may be apprised of the outcome of this survey, within three months of presentation of this Report to the Parliament.

15. The Committee are given to understand from the deposition of the Member (Rolling stock) that as per the station cleanliness survey, the stations which are located on the south side of Vindhya are comparatively better maintained, despite the fact that the station cleaning contracts awarded are the same across the Railways. The Committee recommend that the best management practices that are being followed by the Railway Officers and the station cleaning contractors, south of Vindhya, should be studied and codified, so that these can be emulated / followed by Officials/contractors of other Zones/ Divisions of Railways. They also recommend that Railway Board should carefully study / evaluate the station cleanliness survey data, so as to identify the various gaps/deficiencies, and

**take suitable corrective/remedial measures for improving the cleanliness at the stations. The Committee urge upon the Railways to conduct passenger awareness campaigns and education programmes on the cleanliness, vigorously, at frequent intervals, so as to inculcate a culture of cleanliness amongst the passengers/rail users**

**16. The Committee note that Railway Board has introduced “Environment and Cleanliness Shield” with a view to recognize the best efforts made by the railways towards environment and cleanliness of stations and trains. While appreciating the initiative taken by the Railway Board, the Committee express the hope that this initiative would go a long way in fostering healthy competition among different stations. The Committee would like to be apprised of the details with regard to parameters/criteria laid down for giving the Shield to the best performing Railway.**

**17. The Committee are concerned to note that Railways are facing a number of constraints/impediments in the maintenance of cleanliness in coaches and stations such as use of station facilities by unauthorised public, trespassing on railway track and railway land in approaches of major stations, thereby causing disturbance in the work and creating unhygienic conditions. The Committee while appreciating the problems and constraints faced by the**

**Railways urge upon the Ministry to advise all their Zonal General Managers and Divisional Railway Managers to take up these issues at the State level with appropriate authority of respective State Governments in order to overcome the above impediments and constraints with a view to ensure proper cleanliness and hygiene at the railway stations. They also emphasize the need and importance of enlisting the cooperation of the Local Governments by the Railways in proper maintenance of cleanliness, prevention of encroachment and trespassing in the station surroundings and also for solid waste management.**

New Delhi:  
28 December, 2018  
07 Pausha, 1940 (SAKA)

**BHARTRUHARI MAHTAB**  
CHAIRPERSON  
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