

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 station 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 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.**

(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 surfaces 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.

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- 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 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.

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

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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 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

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

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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,

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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 that 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.

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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. 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

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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 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 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

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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 Limited² (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 the garbage generated in most of the important stations as shown in the following table:

² A public section undertaking under the Ministry of Railways

³ A study by Baroda 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

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Name of the station	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)
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

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 the 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.

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 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.

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 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 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 building and on platforms, in the concourse, waiting rooms, retiring rooms, toilets, tracks adjacent to platforms, foot over bridges and drains and sewers inside the station 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 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.

2.10.1 Inadequacy of infrastructure and ineffective waste management

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 dust bins

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 the stations. It was observed that:

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

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- Requirement of dust bins was not assessed by railways in 76 per cent (250 out of 329 stations⁵) 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 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 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, 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 dust bins 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.

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

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 meager 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 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



Garbage scattered outside vat at Delhi

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.

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- 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.

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 dust bins 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

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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 wastewater 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, 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, Chappra, 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.

⁶ Ambala, Kathgodam, Hubli, Bangalore City and Bhopal

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 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 (**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.



Inaccessible toilet for the handicapped at Dadar

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.

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:

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- 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, Khurda Road, Vizianagaram, Kanyakumari, Yeshwantpur, Kanpur, Bangarpet, etc.
- Further, 'Pay and Use' toilets constructed at Amritsar, Beas, Jalandhar City, Pathankot and Chakkibank stations of Ferozepur division of 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 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.

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

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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 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 tapped 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



Washbasin in waiting hall at New Delhi

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

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waiting halls on station premises at the recommended scale. On six stations, even the minimum essential norms were not met.

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, Raibareili, Tatanagar, Allahabad, 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.

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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 station premises was weak. Most of the stations did



Encroachment and garbage at PF 6 in Dadar

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not have adequate fencing. Unauthorised vendors, hawkers, beggars, urchins were present all over the place inside the station premises in 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

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.

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 of 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.

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- 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 utilisation 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

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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 dust bins 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, dust bins were provided in AC coaches only. Dust bins 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 dust bins 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

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surveyed suggested improving the design of dust bins by providing larger dust bins 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 unauthorised hawkers and beggars were also noticed in some trains.
- The Integrated Railway Modernisation Plan (2005-10), envisaged development of an environmental 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 finalised 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 travelling in AC coaches. Washing of bed linen was mostly outsourced. Ninety-two contracts 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.

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- 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, mechanised 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 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.

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- Inadequate coordination between departments also resulted in non-availability of adequate infrastructure and requisite time for implementing the scheme as brought 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 superfast 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 cleaned 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

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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 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 dust bins 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

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

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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 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 included in the sample with regard to their cleanliness, based on some of the important parameters

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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 activity and ensure effective supervision. The initiatives need to be cohesive, systematic and sustainable.