



SUPREME AUDIT INSTITUTION OF INDIA  
लोकहितार्थं सत्यनिष्ठा  
Dedicated to Truth in Public Interest

**Report of the  
Comptroller and Auditor General of India  
on  
Cleanliness and Sanitation in long distance trains in  
Indian Railways**

**Union Government  
Ministry of Railways  
Report No. 15 of 2025  
(Performance Audit - Railways)**



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Comptroller and Auditor General of India  
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Cleanliness and Sanitation in long distance trains in  
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Laid in Lok Sabha/Rajya Sabha on \_\_\_\_\_

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## **Preface**

This Report for the year ended March 2023 has been prepared for submission to the President of India under Article 151(1) of the Constitution of India.

The report contains results of the audit of the Ministry of Railways of the Union Government on 'Performance audit on Cleanliness and Sanitation in long distance trains in Indian Railways'.

The instances mentioned in this Report are those which came to notice in the course of test audit for the period April 2018 to March 2023, as well as those which came to notice in earlier years, but could not be reported in the previous Audit Reports; instances relating to the period subsequent to 2022-23 have also been included, wherever necessary.

The audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.



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# **Executive Summary**

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## Executive Summary

Indian Railways (IR) runs 12,541 passenger trains carrying more than 17.52 million passengers per day and passing through more than 7,364 Railway Stations over the network. Given the high volume of passenger traffic, it is of utmost importance to maintain high standards of hygiene as it involves issues of public health and safety in addition to aesthetics.

A Performance Audit on “Cleanliness and sanitation in IR” was taken up in 2012 and the results included in the Audit Report No.11 of 2013 (Railways) of Comptroller and Auditor General of India. The report highlighted several deficiencies in maintaining cleanliness and sanitation in stations, trains and tracks. Audit observed that actions taken by the IR were not translated into improvement in cleanliness due to weaknesses in implementation and monitoring mechanisms.

This Performance Audit was conducted to assess whether the plans and policies framed by the Ministry of Railways had improved the state of cleanliness in long distance trains. Audit also focused on assessing whether the measures taken on cleanliness and sanitation by Indian Railways at the Coaching Depots located at source and destination stations as well as during the course of the journey, and the feedback mechanism, had resulted in improvement in the system of maintaining cleanliness and sanitation.

Audit findings relating to the Performance Audit on “Cleanliness and sanitation in long distance trains in Indian Railways” for the period 2018-19 to 2022-23 are as discussed below:

### Chapter II: Budget and expenditure on cleanliness activities in trains

The actual expenditure in excess of the Final Budget Grant (FBG) was in the range of 100 *per cent* (SR) to 141 *per cent* (NCR). Similarly, utilisation of fund below 95 *per cent* of the Final Budget Grant ranged between 63 *per cent* (ECR) to 94 *per cent* (SWR).

During 2022-23, under the Head ‘Linen Management’, all zones incurred expenditure in excess of FBG ranging from 102 *per cent* (WCR) to 145 *per cent* (NER). There was under-utilisation of FBG for ‘Linen Management’ in 11 zones due to COVID pandemic. In respect of ‘Coach Sanitation’, utilisation was in the range of 102 *per cent* (SWR) to 147 *per cent* (NCR).

### Chapter III: External cleaning of coaches at Coaching Depots

Infrastructural advancements in the form of Automatic Coach Washing Plants (ACWPs) were set up across zones. Automatic coach washing saves about 7160 litres of fresh water in comparison to manual washing of a train comprising of 24 coaches. During 2018-2023, 56 ACWPs were commissioned. The layout and operational constraints, however, led to under-utilisation of some ACWPs. Due to infrastructural constraints, washing of 1,32,060 coaches was done externally through the Mechanised Coach Cleaning Contract after incurring expenditure of ₹2.58 crore. During joint inspection of 24 ACWPs with the Railway Officials, it was observed that eight (33 *per cent*) ACWPs were not in operation due to breakdown or repair works.

### Chapter IV: En-route and On-board cleaning of coaches

The Clean Train Stations (CTS) scheme was introduced for mechanised cleaning of sensitive areas of the coaches such as bio-toilets, doorway areas and vestibules during the halt of trains at en-route stations. The intended benefits, however, could not be fully derived due to failure of the Railway Administration in enforcing contract conditions by deploying required resources to ensure cleanliness and sanitation within the stipulated 10-15 minutes halt time at Clean Train Stations.

During joint inspections in 29 CTS across 12 zones, audit observed limited cleaning of toilets and other areas, shortfall in usage of machines and deployment of manpower. The shortfall in inspections by the nominated railway officials was one of the factors contributing to the deficiencies such as deployment of less manpower and machinery.

In October 2007, RB issued comprehensive guidelines for on-board attention of cleaning of coaches. Railway Board emphasised that On Board Housekeeping services (OBHS) should result in perceptible improvement in the standard of cleanliness and hygiene in trains. A test check of 73 contracts related to OBHS services of the selected 32 Coaching Depots in 16 zones revealed that penalty of ₹9.62 crore was recovered from the contractors on account of deficiencies such as shortfall of manpower and machinery, non utilisation of specified cleaning agents, *etc.*

Passenger satisfaction in respect of OBHS ranged between 54 *per cent* and 84 *per cent* except in Northern Railway and North Central Railway where the satisfaction level was more than 95 *per cent* of the surveyed passengers.

Mobile Application for Desired Assistance During travel (Rail Madad) was implemented in July 2018. Gradual increase in awareness among passengers led to surge in complaints since implementation of Rail Madad. The complaints related to coach cleanliness increased by 229 *per cent* during 2022-23 (2,42,431) as compared to the year 2019-20 (69,950).

Audit observed that there was provision in the contracts for obtaining app - based feedback separately for CTS, OBHS, linen management, *etc.* There was, however, no integrated feedback platform for online capturing of passengers' responses.

The existing monitoring and internal control mechanism could not prevent manipulations in the attendance system by the contractual agencies, discrepancies in conducting police verification, shortfall in conducting the scheduled inspections and constraints of water availability. Besides, non-adherence to contractual provisions was indicative of the need for strengthening the monitoring and control over the activities of the contractors.

Strict adherence to the inspection schedules with more stringent penalty provisions needs to be implemented. The frequency of surprise checks needs to be increased on all running mail/express trains and the results thereof properly documented to ensure that the stock of the specified cleaning material provided in the trains is replenished as and when required.

#### **Chapter V: Quick watering arrangement in trains**

Water availability in coaches is one of the essential passenger requirements. There were, however, frequent complaints from the public regarding non-availability of water either due to non-filling up water or inadequate filling up at the nominated watering station. To address the issue, Railway Board decided (September 2017) to make provision of Quick Watering Arrangement (QWA) at the watering stations.

Audit observed that out of the 109 stations identified for making provision for QWA, facilities for quick watering were in operation at 81 stations (74 *per cent*) as on 31 March 2023. At 28 stations across nine zones, there was delay in setting up of QWA ranging from two to four years as of March 2023 for reasons such as fund constraints, slow progress of work by contractor, shelving/shifting of work, *etc.*

A total of 1,00,280 complaints regarding non-availability of water in toilets and wash-basins in the coaches were reported over IR during 2022-23. In 33,937 cases (33.84 *per cent*) the time taken for addressing the issue exceeded the expected timeline.

## Chapter VI: Cleanliness of bio-toilets in long distance trains

A detailed survey was conducted in respect of 2,426 on-board passengers in 96 selected trains. It was observed that the position of bio-toilets is better in AC coaches compared to that in non-AC coaches. The percentage of dissatisfaction amongst the surveyed passengers was higher (50 *per cent* and above) in five zones and lower (below 10 *per cent*) in two zones. Significant number of complaints (89 *per cent*) related to cleaning of toilets in trains were addressed within the stipulated time.

## Chapter VII: Setting up of mechanised laundries and provision of linen in trains

Mechanised laundries were set up across zones to enhance the quality of washing of linen being provided to passengers. Feedback from passengers regarding the quality of linen supplied was, however, not enforced upon the linen distribution contractors. Audit observed that passenger complaints were comparatively less in the zones where the feedback was being obtained by the linen distribution contractors.

### Good Practices

During the joint inspection, Audit observed that BOOT Laundry at Kankaria Depot of WR had been operating in an economical, effective and environment friendly manner. The laundry adopted certain best practices such as high efficiency thermic fluid heater, closed loop circulation of hot oil for efficient drying of linen at the ironers and recycling of water after washing of linen in Effluent Treatment Plants. These activities if replicated at other places can help the Railway Administration in achieving the benefits of mechanised cleaning in an environment friendly manner.

### Summary of recommendations

#### **Ministry of Railways needs to:**

- i. Ensure timely commissioning of the ACWPs to avail of the benefit of water conservation and saving manpower.***
- ii. Install ACWP in a time bound manner at other locations for other than the long distance trains.***
- iii. Conduct periodic reviews of functioning of ACWPs to identify and address operational challenges to ensure capacity***



*utilisation and implementation of future action plan for optimal utilisation of ACWP.*

- iv. Enforce contract conditions by deploying required resources to ensure cleanliness and sanitation within the stipulated 10-15 minutes halt time at Clean Train Stations.*
- v. Adopt Global Packet Radio Service (GPRS) enabled biometric attendance system in respect of all cleaning contracts and ensure that technical checks of the system used by the contractor is conducted by the Railway officials at regular intervals.*
- vi. Implement integrated feedback platform for online capturing of passenger response instead of obtaining feedback separately for CTS, OBHS, linen management, etc.*
- vii. Make special efforts to educate passengers on the proper usage of bio-toilets and speed up the work of providing quick watering arrangements and ensure availability of en-route watering arrangements in a time bound manner at those places where higher number of complaints are reported.*
- viii. Implement good practices adopted for linen management across zones.*





# **Chapter I-** **Introduction**





## Chapter I: Introduction

### 1. Background

Indian Railways (IR) runs 12,541 passenger trains<sup>1</sup> carrying more than 17.52 million passengers per day and passing through more than 7,364 railway stations over the network. Given the high volume of passenger traffic, it is of utmost importance to maintain high standards of hygiene as it involves issues of public health and safety in addition to aesthetics.

Special cleanliness campaigns under Swachh Bharat Abhiyan were launched in Indian Railways on 2 October 2014. Regular intensive campaigns/drives have been organised over IR with the sole objective of significant and sustainable improvements in cleanliness standards of trains and railway premises, including railway stations. Some of the major initiatives taken by IR towards sanitation/cleanliness include introduction of on-board cleaning of coaches, en-route cleaning of coaches at nominated clean train stations and provision of bio-toilets in the coaches of all long distance trains.

In the Performance Audit Report No.6 of 2007 (Union Government/ Railways) on “Cleanliness and sanitation in Indian Railways”, Audit *inter-alia* highlighted issues such as failure in cleaning of all coaches and inadequate deployment of manpower and machinery under the Clean Train Station (CTS) scheme, slow pace of implementation of On Board Housekeeping Service (OBHS) scheme and slow progress in setting up of mechanised laundries. The Report was examined by the Public Accounts Committee (PAC). In their Report<sup>2</sup>, the PAC recommended that the Ministry of Railways (MoR) should:

- Ensure that the Housekeeper should undertake periodic inspection within the trains several times a day.
- Outlay a dedicated budget exclusively meant for sanitation and cleanliness on Indian Railways with a provision for year-wise increment on the same.
- Strengthen and modernise the existing mechanism of grievance redressal.
- Take remedial action towards achieving the objective of the CTS scheme in a sustained manner.

Later on, a follow-up audit on the action taken by the Railway Administration on recommendations of the PAC was conducted in 2012 and the issues

<sup>1</sup> Including 4,036 Mail/Express Trains (Source: Indian Railway Year Book 2022-23)

<sup>2</sup> Twenty first Report (2009-10), Fifteenth Lok Sabha

highlighted in the Report No.11 of 2013 (Union Government/Railways) on “Cleanliness and sanitation in Indian Railways”. The Report concluded that the action taken by Indian Railways had not been translated into improvement in cleanliness and sanitation due to weaknesses in implementation and monitoring mechanism.

In their Action Taken Note (June 2017), the assurance/action taken by MoR on various issues highlighted in the report is mentioned below:

- Coverage of 100 *per cent* nominated trains under CTS has not been found feasible owing to unscheduled overlapping of nominated trains due to late running.
- IR is fully committed to make the OBHS scheme more and more effective in times to come despite several challenges.
- In respect of quality of linen supplied in trains, instructions have been reiterated to the Railways for complying with the guidelines issued by Railway Board from time to time.
- The pace of setting up of mechanised laundries would also increase with rationalisation of policies and processes.
- Instructions have been issued to Zonal Railways to carry out pest and rodent control treatment of the potential areas of infestation of pest/rodent in the coaches.

This Performance Audit (PA) was taken up to assess the extent of implementation of various measures for maintaining cleanliness and sanitation in long distance trains<sup>3</sup> in IR.

## 1.1 Organisational Structure

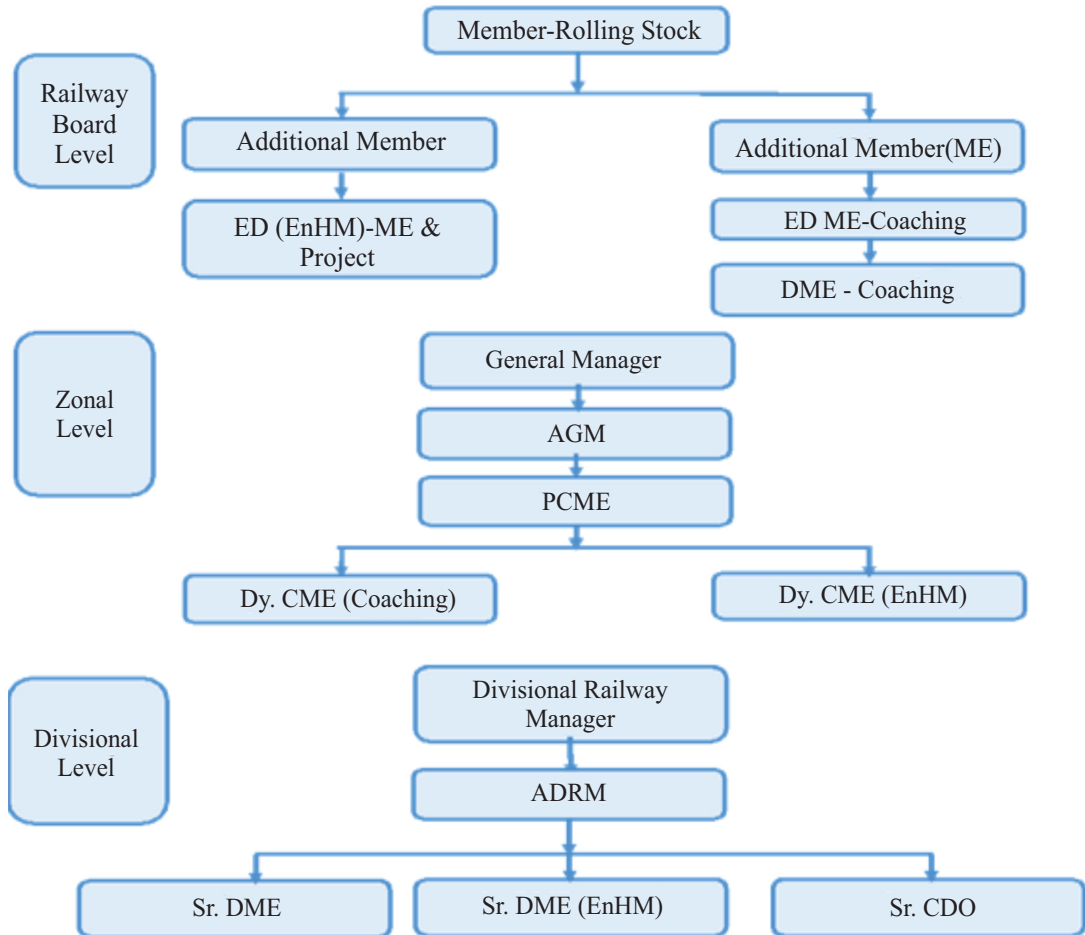
Cleanliness in IR is a multi-disciplinary responsibility involving various departments of the Railways viz. Medical, Engineering, Commercial and Mechanical. As per Para 903 of Indian Railway Medical Manual Volume-II, cleanliness and sanitation of coaches is the responsibility of the Mechanical Department.

In December 2017, the Ministry of Railways (MoR) and the Railway Board (RB) reorganised the Environment and Housekeeping Management (EnHM) Department in the RB to deal with the issues related to environment as well as housekeeping management in IR.

<sup>3</sup> On Board House Keeping Services (OBHS) is provided only in long distance trains. Such trains for OBHS are defined in the Railway Board’s letter dated 1/10/2007 as the trains which involve a total onward/ return journey of not less than 16 hours (including a mandatory day time journey from 0500 hours to 0900 hours).

The organisational structure of the departments dealing with cleanliness activities in trains and stations is depicted in the following chart:

**Chart 1.1: Organisational structure**



At Zonal Level, the EnHM wing functions under the control of General Manager (GM) and Principal Chief Mechanical Engineer (PCME). Additional General Manager (AGM) at the zonal level and Additional Divisional Railway Manager (ADRM) at the divisional level are the nodal officers to coordinate with departments responsible for maintenance of cleanliness and sanitation in trains.

## 1.2 Audit approach

### 1.2.1 Audit objectives

The audit objectives were to examine:

- i. Whether funds required for cleanliness in trains were provided and utilised by the IR.
- ii. Whether infrastructure and departmental activities were aligned and functioning as per directives of MoR for maintaining cleanliness.

- iii. Whether onboard and en-route cleaning services were being discharged as per provisions of contract.

### 1.2.2 Scope of audit

The scope of the Performance Audit *inter alia* included review of the compliance of IR to issues related to cleanliness and sanitation in long distance trains covering aspects related to external en-route on-board cleaning of coaches, cleanliness of bio-toilets, cleanliness of linen and watering arrangements for the period from 2018-19 to 2022-23. Issues related to hygiene and cleanliness in catering services were not covered in the scope of this review as a Performance Audit on 'Catering services in Indian Railways' was conducted and the audit findings appeared in the Report No.13 of 2017 (Union Government-Railways).

### 1.2.3 Audit criteria

The criteria for evaluation of performance of IR in maintaining cleanliness and sanitation in long distance trains were derived from the following sources:

- i. Guidelines/instructions issued by different directorates of RB and the instructions laid down in the Indian Railway code for the Mechanical Department.
- ii. The Action Taken Note of MoR with reference to the audit observations/recommendations.
- iii. The Action Taken Report of MoR on the recommendations of the PAC.

### 1.2.4 Audit methodology

The audit methodology included examination of records at Zonal/Divisional Headquarters, selected Coaching Depots and other field offices to check implementation and effectiveness of plans/policies framed by MoR with respect to issues related to cleanliness and sanitation in long distance trains. Audit also carried out joint inspections of selected trains and en-route stations identified for cleaning of trains along with the supervising Railway official(s) concerned. Feedback of on-board passengers and contractual staff with respect to different aspects of cleanliness in long distance trains was obtained through survey questionnaires.

The entry and exit conferences with MoR (RB) were held in May 2023 and August 2024 respectively. The response of RB is awaited (December 2024). However, the response of RB during the exit conference has been considered for drawing up the audit conclusion.



### 1.2.5 Audit sample

Audit adopted sample check for examining the relevant records on various issues as per the audit objectives. The criteria for selection of sample and the sample size are shown in the following table:

**Table 1.1: Sample size for test check**

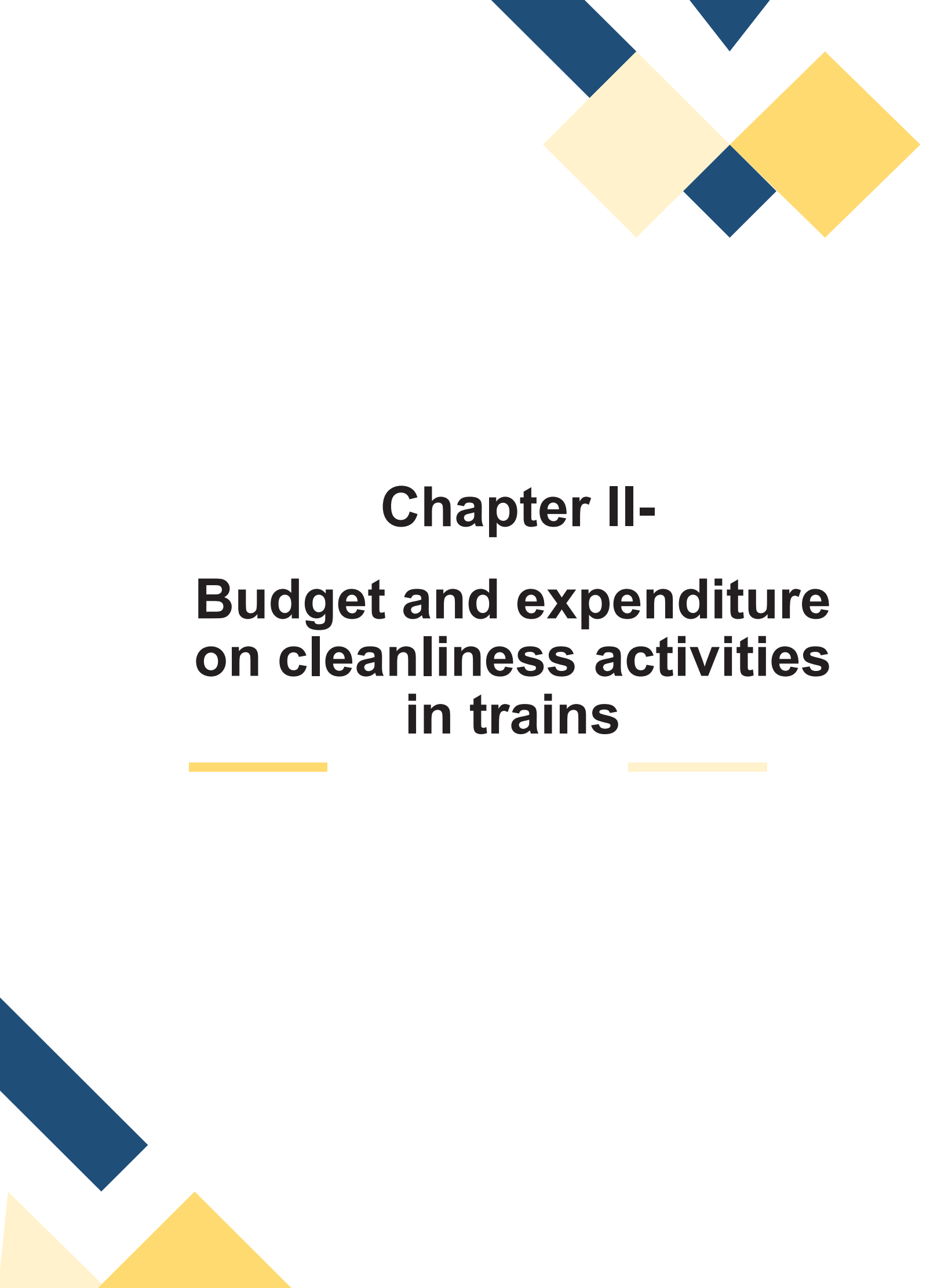
Sl. No.	Description	Criteria	Total Population	Sample size
1.	Coaching Depots - for audit of housekeeping contracts	Two major Coaching Depots from separate divisions in each zone	84 Depots	32 Depots
2.	Clean Train Stations (CTS) for reviewing effectiveness of en-route cleanliness in long distance trains	100 <i>per cent</i> contracts to be checked in respect of all the CTS stations	33 stations	33 stations
3.	Joint inspection of CTS stations	Any two trains preferably from two different CTS stations	--	30 trains in 12 zones
4.	Trains for conducting passenger feedback survey and feedback survey of On Board Housekeeping Service (OBHS) staff	Passenger feedback in six trains <sup>4</sup> of each zone. (2,360 passenger and 160 OBHS staff)	96 trains	96 trains
5.	Joint inspection of OBHS activities along with Railway officials	Any one train in each zone	--	16 trains
6.	Passenger complaints registered on Rail Madad web application (Only complaints where breach of service level allowance of two hours are involved)	25 <i>per cent</i> of complaints pertaining to the year 2022-23 in respect of the two divisions from which the Coaching Depots were selected (Item No. 1 above.)	1,01,505 complaints	25,993 complaints

<sup>4</sup> 1st AC/EC Minimum 20, 2<sup>nd</sup> AC/ CC – Minimum 40, 3<sup>rd</sup> AC – Minimum 60, Sleeper Class /2nd Class Minimum 100 (AC-Air Conditioned, EC-Executive Class, CC-Chair Car)

Sl. No.	Description	Criteria	Total Population	Sample size
7.	Joint inspection of Automatic Coach Washing Plants (ACWP)	Largest ACWP in each zone. Additional ACWP installed in selected Coaching Depot	56 ACWPs	24 ACWPs
8.	Visit to mechanised laundry for joint inspection of activities related to washing of linen	One biggest mechanised laundry in all 16 zones and one additional small laundry in four zones (NR, ER, WR and SR)	67 laundries	19 laundries

### 1.2.6 Acknowledgement

Audit is grateful for the cooperation extended by the Railway Administration in providing information, records and clarifications from time to time and for arranging joint inspections and discussions with the officers concerned as and when required.



# **Chapter II-**

## **Budget and expenditure on cleanliness activities in trains**

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## Chapter II: Budget and expenditure on cleanliness activities in trains

The budget and expenditure incurred on coach cleaning activities including linen management of IR during 2018-19 to 2022-23 was as under:

**Table 2.1: Budget and expenditure on Coach Sanitation and Linen Management**

Year	Budget Estimate <sup>5</sup> (BE) (₹ in crore)	Budget Grant (BG) (₹ in crore)	Revised/ Final Grant (₹ in crore)	Actual Expenditure (₹ in crore)	Percentage utilisation of allotted fund (in per cent)
2018-19	977.31	925.93	1001.02	933.35	93.2
2019-20	1123.84	1123.84	1292.52	1300.35	100.6
2020-21	2067.80	1361.32	785.03	738.19	94
2021-22	1800.82	965.85	718.92	701.81	72.7
2022-23 Minor Head 580 Linen management <sup>6</sup>			603.90	460.75	76.3
2022-23 Minor Head 590 Coach sanitation	1347.82	814.53	915.52	1103.13	120.5

**Source: Budget Directorate of Railway Board (Sub Major Head-06 Minor Head - 580/590)**

During 2020-22, linen was not supplied in the trains due to the Covid-19 pandemic. Further, in order to prevent the spread of COVID-19 pandemic, Ministry of Railways discontinued all passenger services immediately after introduction of the nationwide lockdown. Thereafter, keeping in view the requirement of movement of stranded persons, Shramik Specials were organised in mission mode. These Shramik Specials were operated as “trains on demand” as and when State Governments requisitioned these trains in accordance with the protocol and guidelines issued by the Government from time to time. As a result, the allotted Budget Grant was much less than that demanded by the zones. Further, the expenditure on cleaning activities in IR had also shown reduction during the same period. With the train services having been restored to the pre-Covid period level,

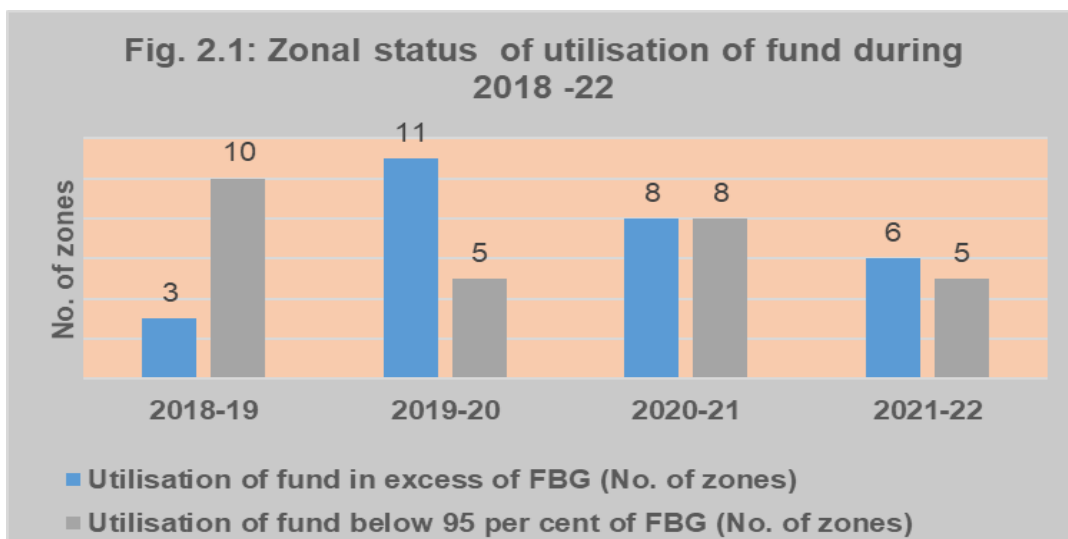
<sup>5</sup> Budget sought by the zones

<sup>6</sup> In 2022-23, separate Minor Head 580 was introduced for linen management and Minor Head 590 for coach sanitation at revised grant stage.

the expenditure on cleaning activities during 2022-23 increased considerably. In 2022-23 BG (₹ 814.50 crore) was far less than the budget (₹ 1347.80 crore) sought by the zones (BE) due to non-inclusion of budget for linen management. Subsequently, a separate Minor Head 580 was introduced for linen management and the revised allotment was increased to ₹ 1519.42 crore. Due to phased re-introduction of linen in trains across different zones, the expenditure under the newly introduced Minor Head 'Linen Management' during the year 2022-23 was much less than the revised budget grant. The expenditure under the Minor Head pertaining to 'Coach Sanitation' however, exceeded the revised budget grant during the year 2022-23.

### 2.1 Utilisation of funds

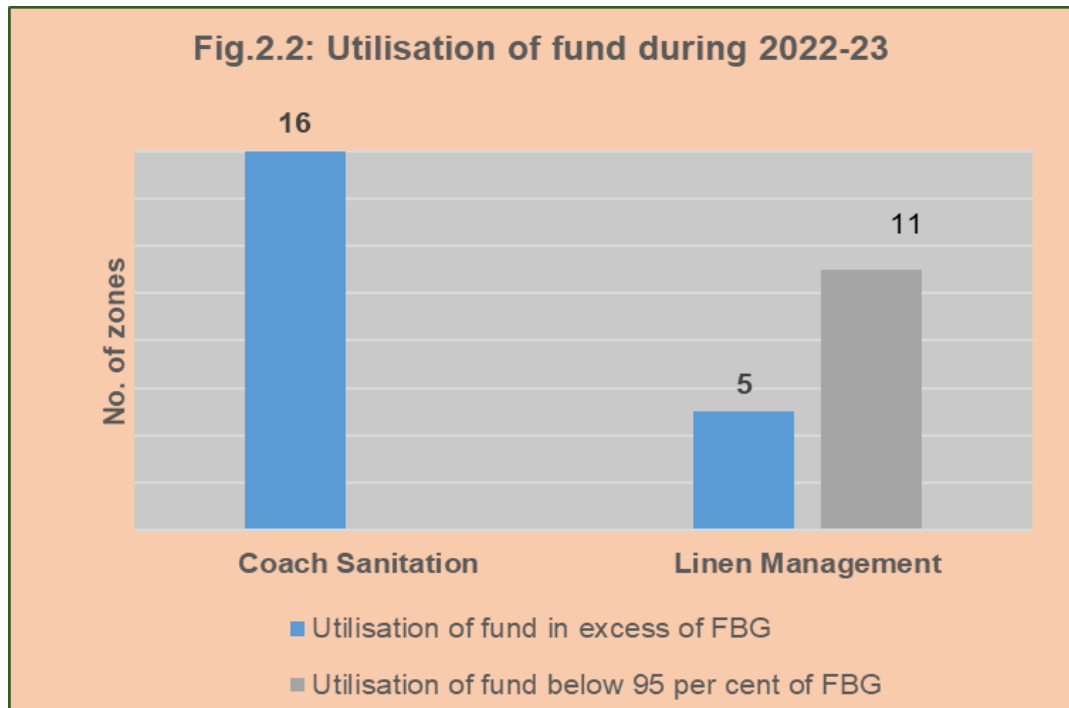
From the trend of utilisation of funds by the zones during 2018-19 to 2021-22, Audit observed that actual expenditure in excess of the Final Budget Grant (FBG) was in the range of 100 per cent (SR) to 141 per cent (NCR). Similarly, utilisation of fund below 95 per cent of the Final Budget Grant ranged between 63 per cent (ECR) to 94 per cent (SWR). The details of utilisation of funds by the zones are shown in **Appendix-A**. The performance of zones in utilisation of funds is shown in Fig 2.1 below:



Source: Data obtained from the Headquarters of the zones concerned

Utilisation of funds during the financial year 2022-23 was analysed separately due to introduction of a new Minor Head 'Linen Management'. Audit observed that all zones incurred expenditure in excess of FBG ranging from 102 per cent (WCR) to 145 per cent (NER) under 'Linen Management'. In respect of 'Coach Sanitation', utilisation was in the range

of 102 per cent (SWR) to 147 per cent (NCR). The performance of zones in utilisation of funds is shown in the following Fig 2.2:



**Source:** Data obtained from the Headquarters of the zones concerned

From Fig. 2.2 above, it is observed that though all zones utilised funds in excess of FBG in respect of 'Coach Sanitation', there was under-utilisation of FBG for 'Linen Management' in 11 zones due to COVID pandemic. The details of utilisation of funds by the zones are shown in **Appendix-A**.







# **Chapter III-**

## **External cleaning of coaches at Coaching Depots**

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## Chapter III: External cleaning of coaches at Coaching Depots

### 3. Background

The rakes of the trains are examined and maintained at Carriage and Wagon Depots. During examination of the rakes, internal and external cleaning including washing of coaches is being carried out. External cleaning of coaches in a Carriage and Wagon Depot is carried out by either of the following methods:

- (i) Using Automatic Coach Washing Plant (ACWP), which is a multi-stage exterior cleaning system for coaches/trains. It uses pressurised soap solutions and water jets with rotating nylon and cotton brushes to clean the complete exterior of the coaches in a rake.
- (ii) Mechanised Coach Cleaning (MCC) in which cleaning is done manually using high pressure jet machines.

Every train is required to be cleaned prior to the start of its next journey. Cleaning of coaches of trains is done in pit lines in the Coaching Depot. Pit lines are washing lines with an open dumping pit at base, throughout the track. It is used for all types of cleaning and maintenance to make the compartment fit for the next journey. These pit lines are utilised to drain out sewage water (washroom and coach interior cleaning) and thorough checking and repairing of base parts of the coaches.

While interior cleaning of coaches under MCC is done after placing the train rakes on the pit lines, the exterior cleaning through ACWP is done before placing them on the pit lines of the Coaching Depots.

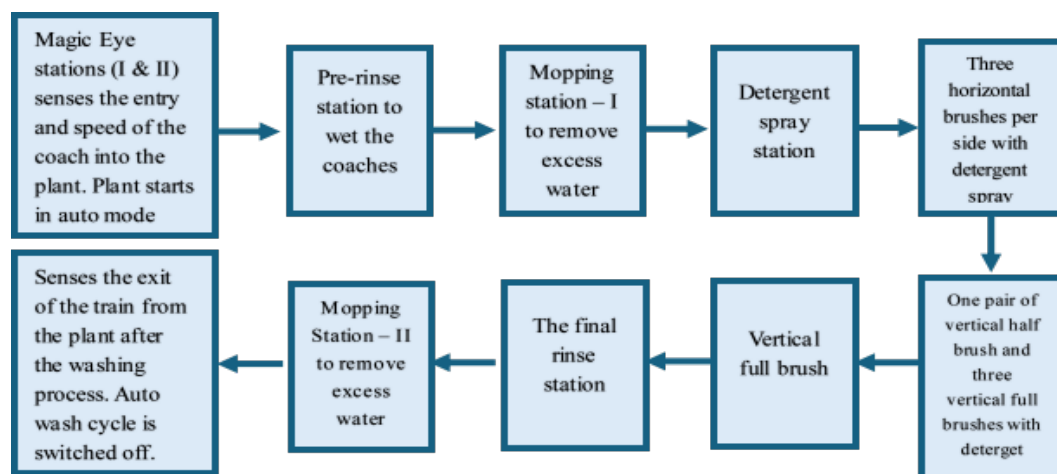
#### 3.1 Cleaning of coaches in Automatic Coach Washing Plants

Automatic Coach Washing Plant is a better option than manual washing as it is cost effective. Manual washing is labour-intensive and consumes more water. ACWP requires only one operator, saves water, and ensures consistent cleaning with controlled detergent application. ACWP can achieve complete exterior cleaning of a rake of 24 coaches in about 20 minutes time as compared to MCC which takes around five hours for the same task. The manual system of washing a train comprising of 24 coaches requires 9600 litres of fresh water in comparison to 1440 litres fresh water and 5760 litres of recycled water required for automatic coach washing.

As per the handbook on House Keeping of Coaches and Coaching Depots issued (September 2010) by the Centre for Advanced Maintenance

Technology (CAMTECH)<sup>7</sup>, the external cleaning of coaches should preferably be done on Automatic Coach Washing Plant (ACWP). This will reduce the effort and time taken at the pit line considerably. It will also improve the quality of the cleaning of the coaches. This will ensure reduction in water consumption and wetness in the pit line. Cleaning and disinfection of the underneath portion of the toilets can be carried out by high pressure jets of ACWP as prescribed by CAMTECH (September 2010). The sequence of operation of ACWP is shown in the following chart:

**Chart 3.1: Sequence of operation of ACWP**



### 3.1.1 Installation of ACWP

Based on the recommendations of its Core Group, RB communicated (April 2010) its decision to set up an ACWP in one key Coaching Depot each on NR, WR, CR and SER on Build Own Operate model on a pilot basis. Later, all the zones were directed (October 2017) to provide ACWPs on priority basis at all major Coaching Depots and Car Sheds.

RB expressed (June 2018) its dissatisfaction on the progress in setting up of ACWPs and advised General Managers of all zones to monitor the progress and apprise the RB periodically.

Details of ACWPs sanctioned for installation in Coaching Depots across zones and the progress of their installation was reviewed in audit. Two ACWPs were also selected in each zone for conducting joint inspections with the Supervisors in-Charge of the selected Coaching Depots. The purpose of the joint inspections was to review the performance of ACWP to

<sup>7</sup> CAMTECH, Gwalior is a directorate under the Ministry of Railways that upgrades maintenance technologies and methodologies for IR. It provides training, publications, research and consultancy services in civil, electrical and other engineering fields.

assess whether the advantages of installation as envisaged were actually being achieved by the Depots concerned.

During 2018-19 to 2022-23, installation of 85 ACWPs across zones was proposed and of them, 83 proposals were approved. The progress of installation of ACWPs in Coaching Depots as of September 2024 is shown in the following table:

**Table 3.1: Progress of installation of ACWPs in Coaching Depots as on September 2024**

No. of ACWPs <sup>8</sup>		Commiss- -ioned	Works not taken up <sup>9</sup>	Works delayed <sup>10</sup>	Work in progress
Proposals approved	Sanctioned <sup>11</sup>				
83	81	56	7	8	10

Source: Data obtained from the Mechanical Department of Zonal Headquarters

Audit observed that out of the 81 sanctioned ACWPs, 56 ACWPs (69 per cent) were finally commissioned up to September 2024. In respect of two ACWPs in NCR (GWL and Jhansi), the status of sanction was not available. Seven ACWPs were not taken up and eight cases were delayed.

The reasons for not taking up the works for seven ACWPs was due to (i) amendment in the contract (February 2021) by the Central Organisation for Modernisation of Workshops; four ACWPs earlier assigned to CR were transferred to other zones (WR-One, SWR-One and SR-Two) (ii) In SR, the work of two ACWPs was dropped, and (iii) In SWR, commissioning of three ACWPs was kept in abeyance due to non-feasibility of the sites at YPR, SBC-Grid-II and UBL.

Audit also observed that in eight cases, the factors responsible for delay in commissioning of ACWPs were attributable to the zones as mentioned in the following table:

<sup>8</sup> Excluding ACWPs provisioned for Car Sheds.

<sup>9</sup> CR-4 (AQ, NGP, MMR & SUR), SR-2 (AVD & TBM), SWR-3 (YPR, SBC-Grid-II, and UBL)

<sup>10</sup> ECR-1 (DHN), NFR-1 (AGTL), SR-2 (RMM & PGTN), SWR-2 (BAND & KGH) and WR-2 (both at KKF)

<sup>11</sup> Status of sanction of two ACWPs (NCR-Jhansi and GWL) is not available

**Table 3.2: Factors responsible for delay in installation of ACWPs**

Factors responsible for delay	Details of locations	Period elapsed from date of sanction as on 30 November 2024
Discharging of tenders	One (DHN/ECR)	28 months (sanctioned in July 2022)
Termination of contract	One (AGTL/ NFR)	Not available
Hindrance due to the work of National High Speed Rail Corporation Limited (NHSRCL)	Two (KKF/WR)	23 months (sanctioned in March 2023)
Detailed Estimate/ Engineering plan under approval	Two (RMM and PGTN/ SR)	28 months (sanctioned in July 2022)
Work deferred or tender delayed	Two (BAND and KGH/SWR)	BAND-89 months (sanctioned in May 2017) KGH-80 months (sanctioned in April 2018)

Source: Data obtained from the Mechanical Department of Headquarters of the zones

### 3.1.2 Functioning of ACWP

ACWP should be installed at such a location that all the pit lines are connected to the ACWP, or it is possible to feed all the coaches to the ACWP. This is essential to ensure that all the coaches being cleaned in a particular Depot are washed by the ACWP installed in the Depot.

Out of the 56 ACWPs commissioned during 2018-2023, the functioning of 24 ACWPs<sup>12</sup> (43 per cent) with respect to the contractual provisions was reviewed.

Audit observed that 20 ACWPs were installed as per the layout plan provided to the contractors. In four out of the 24 ACWPs (17 per cent), some of the available pit lines in the respective Coaching Depots for maintenance of coaches were not connected to the ACWPs due to layout constraints. This led to under utilisation of the ACWPs causing expenditure of ₹1.59 crore towards external cleaning of the coaches manually under MCC contracts as shown in the following table:

<sup>12</sup> CR-2 (LTT-1 and PA), ECR-1 (SEE), ECoR-2 (Puri and VSKP), ER-2 (Chitpur and TKPR), NCR-2 (PRYJ and GWL), NER-1 (BSBS), NFR-2 (APDJ and KYQ), NR-2 (NDLS-DLT and ASR), NWR-1(MDJN), SCR-1 (SC), SECR-2 (BSP and Durg), SER-1 (HTE), SR-1 (TBM), SWR-1 (MYS) and WCR-1 (JBP) and WR-2 (Bhuj and BDTS)

Table 3.3: Coaches washed under MCC due to layout constraints

Name of the Coaching Depot (zone)	No. of coaches washed externally			Expenditure incurred under MCC contract (₹ in crore)	Details of pit lines not connected	Period of layout constraint
	Total	Using ACWP	Under MCC contract			
Lokmanya Tilak (CR)	1,24,579	59,476 (48 per cent)	65,103 (52 per cent)	0.63	Less pit lines connected to the ACWP.	January 2022 to March 2023
Tikiapara (ER)	64,880	33,734 (52 per cent)	31,146 (48 per cent)	Not worked out	Four pit lines were not connected to ACWP.	February 2022 to March 2023
Bandra Terminus (WR)	41,301	12,329 (30 per cent)	28,972 (70 per cent)	0.35	Only three rakes per day placed in the new pit line No.1 were washed in ACWP.	May 2021 to December 2021
Mumbai Central (WR)	1,05,960	52,967 (50 per cent)	52,993 <sup>13</sup> (50 per cent)	0.61	Connected with pit line number 5 and 6. The dry pits 1 to 4 were not connected to the ACWP.	April-August 2021 and March 2022
<b>Total</b>	<b>3,36,7201</b>	<b>1,58,506</b> <b>(47 per cent)</b>	<b>1,78,214</b> <b>(53 per cent)</b>	<b>1.59</b>		

Source: Data collected from the selected Coaching Depots of the zones concerned

Besides the above four locations, ACWP in Chitpur Depot (ER) could be utilised for washing of the trains moving through pit lines 1 and 2. Though pit line No.3 was also fit for movement of trains to the ACWP, trains were moved bypassing the ACWP due to non-deployment of permanent pointsman. As a result, a total of 37,876 coaches were washed manually by contractual staff during the period from October 2017 to June 2023 resulting in avoidable extra expenditure of ₹0.24 crore. No efforts were made by

<sup>13</sup> During 18 months from April 2021 to August 2021 (5 months) and March 2022 to March 2023 (13 months)

Railway Administration to deploy a permanent pointsman in the Depots to enable all the trains to be washed using the ACWP installed in the Depots.

During joint inspections with the Depot officials, it was observed that eight (33 per cent) out of 24 ACWPs were not in operation and of them, five ACWPs were under breakdown while operations of three ACWPs were stopped temporarily due to repair works undertaken in the Coaching Depots concerned.

The frequent breakdowns were due to poor performance of the contractor under the Annual Maintenance and Operation (AMOC) contract. The details of breakdowns of ACWPs are shown in the following table:

**Table 3.4: Details of breakdown of ACWP**

Sl. No.	Name of the Coaching Depot (zone) and date of commissioning	Duration of breakdown up to 31 March 2023	No. of coaches washed externally through MCC	Rate per Coach (in ₹)	Total expenditure (col.4 x 5) (in ₹)	Reasons for non-functioning
1	2	3	4	5	6	7
1.	Lokmanya Tilak Terminus (CR) 12/01/2022	6 months October 2022 onwards	Expenditure incurred has already been taken in to account under operational constraints-Table 3.3			Failure in repairing
2.	Puri (ECoR) 20/11/2020	8 months 03/08/2022 onwards	Coaching Depots carried out washing of coaches manually			Failure in repairing
3.	Visakhapatnam (ECoR) 25/04/2020	14 months 19/01/2022 onwards.				Failure in repairing (under warranty upto 14 July 2023)
4.	Secunderabad Junction (SCR) 20/09/2021	19 months Two spells of break-down of six months <sup>14</sup> and three months <sup>15</sup> . Non functional from 22 March 2023 onwards.	52,926	59.42	31,44,863	Failure in repairing

<sup>14</sup> October 2021 to March 2022

<sup>15</sup> November 2022 to January 2023



Sl. No.	Name of the Coaching Depot (zone) and date of commissioning	Duration of breakdown up to 31 March 2023	No. of coaches washed externally through MCC	Rate per Coach (in ₹)	Total expenditure (col.4 x 5) (in ₹)	Reasons for non-functioning
1	2	3	4	5	6	7
5.	KSR Bengaluru Grid-I (SWR) 10/02/2020	9 months <sup>16</sup>	33,077	158.31	52,36,420	Failure in repairing
<b>Total number of coaches washed under MCC</b>			<b>86,003</b>		<b>83,81,283</b>	

#### ACWPs not in operation due to civil/electrical repair works

6.	Bilaspur (SECR)	4 months (December 2022 to March 2023)	37,866	383.21	1,45,10,630	Temporarily closed due to non-clearance from OHE department
7.	Bandra Terminus (BDTS-WR)	15 months (January 2022 to March 2023)	67,442	121.12	81,68,575	Due to the work of providing a cover shed,
8.	Mumbai Central (MMCT-WR)	6 months (September 2021 to February 2022)	26,752	115.00	30,76,480	Due to the work of providing a cover shed
<b>Total number of coaches washed under MCC (Sl. No. 6 to 8)</b>			<b>1,32,060</b>		<b>2,57,55,685</b>	

Source: Records of the selected Coaching Depots of the zones concerned

From the above table, it is observed that Railways had incurred expenditure of ₹0.84 crore towards external cleaning of these coaches under the MCC contracts in five Depots during the period of breakdown. In the remaining three ACWPs which were temporarily not in operation due to infrastructural constraints as mentioned in Column 7 of the above table, washing of 1,32,060 coaches was done externally through MCC after incurring expenditure of ₹2.58 crore.

Later, ACWPs at Bilaspur (SECR) and MMCT (WR) were made functional from April 2023 and March 2023 respectively. The AMOC in case of ACWP at LTT (CR) was terminated (May 2023) and repairs and recovery of the cost of repairs through performance guarantee was under process

<sup>16</sup> June 2022 to February 2023

(December 2023). Penalty of 40 per cent of AMOC cost was forfeited in case of ACWP at Puri (ECoR) and it was communicated to COFMOW to arrange for recovery of penalties. In respect of ACWPs at VSKP (ECoR), SC (SCR) and SBC Grid-I (SWR), penalties were pending for recovery as of March 2023. The action taken by the zones concerned to make ACWPs (Sl. No. 1 to 5) functional was not available on record. The Railways, however, would continue to incur expenditure for washing coaches externally under MCC contracts in the remaining six cases until the washing of coaches through ACWPs is resumed. Responses of Railways in the above cases are awaited.

During joint inspection of 24 selected ACWPs, Audit observed that cleaning and disinfection of the underneath portion of the toilets by high pressure jets as prescribed by CAMTECH (September 2010) was not done due to absence of provisions in this regard in the contracts for installation of ACWPs. This area in all the Coaching Depots was, therefore, cleaned manually under the Mechanised Coach Cleaning Contract or Bio-toilet Contracts.

### 3.2 Conclusion

The intended benefits of ACWPs were partially achieved due to the delay in commissioning of 15 ACWPs in six zones. Some of the ACWPs faced breakdown and were not in operation due to technical failures and other constraints, leading to avoidable expenses on manual cleaning.

### 3.3 Recommendations

**Ministry of Railways needs to:**

- i. Ensure timely commissioning of the ACWPs to avail of the benefit of water conservation and saving manpower.***
- ii. Install ACWP in a time bound manner at other locations for other than the long distance trains.***
- iii. Conduct periodic reviews of functioning of ACWPs to identify and address operational challenges to ensure capacity utilisation and implementation of future action plan for optimal utilisation of ACWP.***
- iv. Ensure that ACWPs are strategically located to maximise coverage of pit lines so that all coaches benefit from automated washing.***



# **Chapter IV-** **En-route and** **On-board cleaning of** **coaches**

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## Chapter IV: En-route and On-board cleaning of coaches

### 4. Background

Keeping in mind the growing demand for cleanliness and hygiene, IR has started outsourcing activities like housekeeping, pest management and pantry services to specialised agencies. In August 2017, Railway Board issued a standard bid document for housekeeping of station and trains. Key parameters related to monitoring of performance of contractors, usage of tools, cleaning agents, and other consumables, and maintaining of score cards were prescribed in the bid document.

Internal en-route cleaning of coaches is done through two schemes - Clean Train Station Scheme (CTS) and On-board Housekeeping Scheme (OBHS). Audit findings on performance of IR in maintenance of cleanliness of train coaches through these two schemes are discussed in the succeeding paragraphs.

#### A. Clean Train Station (CTS) scheme

Clean Train Station Scheme ensures mechanised cleaning of toilets, floor cleaning of doorway and vestibule area, collection and disposal of garbage, cleaning of wash basins, mirrors and shelves in the toilets, dry sweeping of complete coach, mopping/swabbing of aisle area with disinfecting agent inside coach, cleaning of doors and footsteps and disinfection of toilets at the nominated en-route station.

Each workstation (two coaches) has a team of at least three members (Janitors) along with two to three supervisors per train. Thus, around 25-30 persons<sup>17</sup> are required to attend a CTS Train as per the standard bid document of Ratlam Division (WR). Cleaning is done in around 10 to 15 minutes halt time at the nominated station.

Railway Board directed (October 2002) Western Railway (WR) to conduct a pilot study for the CTS scheme at Ratlam Station. It was further stated that

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<sup>17</sup> As per the bid document, one workstation comprises two coaches and the same is managed by two operators. One supervisor is assigned for every three workstations and two garbage collectors are assigned for the entire train. Considering the rake composition of 20-24 coaches, total works station in a train arrives at 10-12 workstations. Therefore, the manpower required for a train works out to 25-30.

on successful implementation of the pilot project, the scheme would be replicated at 14 nominated stations<sup>18</sup> of other zones.

As per the above directives, a pilot study was conducted by Ratlam Division of WR and the scheme was officially commissioned in August 2003 at Ratlam station. In January 2004, Railway Board laid down the criteria for the zones to identify the final list of stations for implementation of CTS scheme.

Audit observed that there were in all 37 CTS<sup>19</sup> across the 16 zones as on 1 April 2018 out of which only 30 CTS<sup>20</sup> of 12 zones were operational till March 2023.

## **B. On-board Housekeeping Services (OBHS)**

A scheme with the name On-board Services was introduced by the Railway Board in April 2006<sup>21</sup>. Under this scheme the Indian Railway Catering and Tourism Corporation (IRCTC) was entrusted with various tasks related to provision of amenities to passengers in Mail and Express passenger trains. The components under this scheme included catering, bedroll services, cleaning of toilets, cleaning of coaches, etc.

This scheme ensures overall cleanliness of coaches including manual cleaning of toilets during the entire journey of the train. Cleaning of wash basins and toilets is required to be done by the OBHS staff at least twice between 5-10 hrs and 18-22 hrs and at least once between 13-15 hrs. Cleaning is also to be done as and when required or on demand by passengers. The cleaning under OBHS scheme is done using hand-held tools/equipment like broom, mop, etc. On-board Housekeeping Service (OBHS) has been provided<sup>22</sup> in more than 1200 pairs of important long-distance Mail/Express trains for cleaning of coach toilets, doorways, aisles and passenger compartments during the run of the trains.

<sup>18</sup> CR (Bhopal, Nagpur), ER (Mugalsarai, Patna), NR (Allahabad, Lucknow, Delhi), WR (Ahmedabad), NFR (New Jalpaiguri), SR (Chennai, Erode), SCR (Guntakal, Vijaywada), NER (Gorakhpur)

<sup>19</sup> CR(SUR, NGP), ER(ASN, MLDT), NR (NDLS, LKO, BSB), ECR (BJU, DDU), ECoR (BBS, KUR, VSKP, RGDA), NCR (PRYJ, CNB, VGLJ), NER (GKP, ASH, CPR), NEFR (NJP), NWR (JP, JU), SR (MAS, MS), SCR (SC, BZA, GTL, RU), SER (ROU, KGP, HIJ), SECR (BSP, R), SWR (UBL), WR (ADI, RTM), WCR (ET).

<sup>20</sup> ECR-2 (BJU, DDU), ECoR-4(BBS, KUR, VSKP, RGDA), ER-2(ASN, MLDT), NCR-3(PRYJ, CNB, VGLJ), NER-3(GKP, ASH, CPR), NFR-1 (NJP), NR-3 (NDLS, LKO, BSB), NWR-2(JP, JU), SCR-4(SC, BZA, GTL, RU), SECR-2(BSP, R), SR-2 (MAS, MS) and WR-2(ADI, RTM).

<sup>21</sup> Commercial circular 38 of 2006

<sup>22</sup> As per Indian Railway Year Book 2022-23

#### 4.1 Review of cleaning at CTS stations

In October 2002, RB launched CTS scheme as a major initiative for improving cleanliness of coaches on important trains for en-route cleaning of the interiors of coaches of trains especially toilets, aisles and vestibules by using state-of-the-art equipment and machines. The scheme was prescribed for limited mechanised cleaning attention by reputed and professional agencies to identified trains during their scheduled stoppages en-route at nominated ‘Clean Train Stations’. RB directly monitors the implementation of this scheme. Each zone is required to undertake this scheme in their nominated stations as a mandatory activity.

Audit observed that out of 37 stations identified in 16 zones, the scheme was operational in 30 stations of 12 zones<sup>23</sup> as on February 2020. Subsequently, at one more station (JU-NWR) the scheme was non-operational<sup>24</sup> during the period from March 2020 to March 2023 and only 29 Clean Train Stations of 12 zones were operational as of March 2023. In the remaining seven stations over four zones<sup>25</sup>, the CTS scheme was discontinued due to reasons mentioned in the following table:

**Table 4.1: Details of CTS Stations not in operation**

Sl. No.	Zone & Station with Month & Year of discontinuation	Reasons for discontinuation
1.	Central Railway NGP –November/2020 SUR –July/2021	Availability of very few trains with stoppage time of 15 minutes or more due to implementation of Mission Raftaar. This had resulted in making it infeasible and non-viable to carry out cleaning under CTS contract.
2.	South Eastern Railway KGP- August 2020 HIJ- August 2020 ROU-March 2020	i. Discontinuation of train service on account of Covid-19. ii. Shortage of funds under respective heads of allocation and control over expenditure, etc. iii. Reduction in halt time from 15-20 minutes to 5 to 8 minutes.
3.	South Western Railway UBL- January/2020	CTS service was discontinued to reduce expenditure and also due to Covid-19 pandemic restrictions.
4.	West Central Railway Itarsi-October/2020	Due to running of very less number of trains during Covid-19 pandemic, the contractor requested for temporary halt of CTS operations. The scheme was, however, not restored.

Source: Records of Mechanical Department of the concerned Divisions

<sup>23</sup> ECR-2 (BJU,DDU), ECoR-4(BBS,KUR,VSKP,RGDA), ER-2(ASN,MLDT), NCR-3(PRYJ,CNB,VGLJ), NER-3(GKP,ASH,CPR), NFR-1 (NJP), NR-3 (NDLS,LKO,BSB), NWR-2(JP,JU), SCR-4(SC,BZA,GTL,RU), SECR-2(BSP,R), SR-2 (MAS,MS) and WR-2(ADI,RTM).

<sup>24</sup> Stopped due to Covid-19 pandemic and Headquarters instructions for cost cutting

<sup>25</sup> CR (SUR, NGP), SER (ROU, KGP, HIJ), SWR (UBL) and WCR (ET)

Audit reviewed all the 29 ongoing CTS contracts in the 12 zones. In the remaining four zones, a review of compliance of contractual conditions in respect of older contracts was done. Review of CTS works revealed several deficiencies as mentioned below:

#### 4.1.1. Attendance of CTS staff

Usage of biometric machine for recording attendance ensures availability of manpower on ground which directly affects the quantum and quality of cleanliness. As per RB's instructions (August 2017)<sup>26</sup>, General Packet Radio Service (GPRS) based biometric machine is to be used for recording the attendance of staff engaged in sanitation and cleaning works. In order to check the extent of usage of the biometric machines, Audit conducted<sup>27</sup> a surprise joint inspection of the biometric attendance system. Audit observed that -

- In 29 out of 30 CTS<sup>28</sup> in operation across 12 zones, the practice of biometric attendance system was not being followed at 10 CTS<sup>29</sup> (34 per cent).
- Biometric attendance system installed at BSP station (SECR) was not in operation during the inspection.
- Out of the remaining 18 stations where the biometric attendance system was operational, discrepancies in the attendance system were observed at four CTS stations as per details given in the following table:

**Table 4.2: Discrepancies in Biometric Attendance System**

Sl. No.	CTS / Zones	Discrepancies
1.	Chhapra and Gorakhpur (NER)	Non-acceptance of attendance of staff by the biometric machine even after several attempts.
2.	Chhapra and Gorakhpur (NER), Barauni Jn. (ECR)	Same persons were working in the morning as well as in the evening shift. This implied that the concerned persons worked continuously for 16 hours which may have an adverse impact on the quality of cleaning.

<sup>26</sup> Railway Board Letter No. 2016/EnHM/06/09 Dated 23 August 2017

<sup>27</sup> Between September 2023 and April 2024

<sup>28</sup> At-SCR-SC Station CTS Scheme was non-operational since January 2024 and Scrutiny of Attendance System was done in February 2024, hence, 29 CTS were in operation.

<sup>29</sup> BSB (NR), ASN and MLDT (ER), NJP (NEFR), GNT(SCR), Raipur (SECR), JU (NWR), BBS, KUR and RGDA (ECoR)



Sl. No.	CTS / Zones	Discrepancies
3.	Gorakhpur (NER)	<p>i. Reconciliation of manual attendance with the biometric attendance revealed that though the biometric attendance had shown attendance of 12 persons (5-Morning shift and 7-Evening shift); their names did not exist in the manual attendance.</p> <p>ii. Eighteen persons were shown working in both morning and evening shift, with different IDs.</p> <p>Thus, the mismatch between manual attendance and biometric attendance and attendance of the same person with different IDs was indicative of possible manipulation of attendance system.</p>
4.	Ahmedabad (WR)	<p>During a joint inspection (10 August 2023) of cleaning under CTS-scheme, Audit observed that the recorded time of biometric attendance of 26 persons was the same.</p> <p>Eighty-eight (88) persons (44 from morning shift and 44 from evening shift) were required to record their entry/exit in the biometric machine between 1:30 PM to 2:30 PM. During a surprise joint inspection of the biometric attendance system (12 September 2023), Audit observed that only 17 staff from the evening shift out of 88 persons actually recorded biometric attendance. None of the staff of the morning shift reported for out-attendance.</p> <p>Audit conducted an interview of 44 persons available on 12/09/2023. Of them, 22 persons mentioned that they had never recorded their attendance in the biometric machine. The report of the biometric attendance downloaded by audit from the software linked to the machine indicated that in-attendance was marked in respect of all the staff. Further, it was observed that names of only 14 out the 44 persons interviewed actually appeared in the manual as well as the biometric attendance records available on the station. These instances reflect deficiencies in the attendance system and manipulation of records.</p>

**Source: Joint inspection notes and records from the stations concerned.**

Short deployment of contractual staff as discussed above would have an adverse impact on cleaning of coaches at en-route clean train stations within the limited halt time of the trains. Instances of the en-route coach cleaning activities being compromised were observed during a joint inspection by Audit team along with the Depot supervisor at Ahmedabad

CTS. Short deployment of manpower resulted in non-usage of machines like vacuum cleaners and jet machines, non-wiping of mirrors and non-cleaning of wash basins and vestibule areas of the coaches.

#### 4.1.2 Passenger feedback on CTS activities

As per the Standard Bid Document (SBD)<sup>30</sup> circulated by the RB in August 2017 for housekeeping of stations and trains, the contractor is required to obtain monthly feedback of minimum 1,000 to 1,500 passengers in a given format. As per SBD, fabricating of such form shall be liable to immediate termination of the contract. Feedback forms shall be serially numbered for each month.

Further, Clause 6.3.6 of Special Conditions of Contract of the SBD provides for collection of passenger feedback through an app-based platform in a tablet by the Executive Housekeeper (EHK). Random nomination of passengers is to be done and the passenger is to be notified through SMS text message along with 'One Time Password' (OTP) which has to be fed into the app for the successful collection of their feedback. If the EHK fails to collect feedback, the contractor will be penalised.

Indian Railways may decide to collect feedback through a variety of means including and not limited to (i) an Interactive Voice Response (IVR) calling system, (ii) a web based portal integrated with the Indian Railways website and (iii) through a third-party deputed for collection of passenger feedback. The passenger feedback thus collected will be consolidated over the month and will determine the final monthly performance score.

Audit observed that there was provision in the contracts for obtaining app - based feedback separately for CTS, OBHS, linen management, *etc.* There was, however, no integrated feedback platform for online capturing of passengers' responses.

As per Clause 6.3.7 of the SBD, the payment to the contractor is to be made as per his monthly performance score, in which passenger feedback and complaints have been given a weightage of 30 *per cent.* Based on this performance score, penalty to be imposed or incentives is fixed in terms of percentage deduction or addition (whichever is applicable) on the monthly bill amount claimed by the contractor.

Scrutiny of passenger feedback in respect of 153 trains collected for the last week of March 2023 revealed the following:

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<sup>30</sup> Annexure-8, Point No.4 of the Standard Bid Document (SBD)

**Table 4.3: Audit observations on passenger feedback forms**

Sl. No.	Name of the Zone	Audit observations
1.	ECR (BJU, DDU), ER(ASN), NR (NDLS), NCR (PRYJ, CNB, VGLJ), NER (GKP), SCR ( BZA, GTL, RU), and SECR ( R)	A number of forms had missing/partially filled information. Mobile numbers, PNR and names of passengers were either missing or incorrect in some cases.
2.	NER (GKP)	Feedback forms did not have columns for PNR and phone number of passengers. In absence of such information, the genuineness of the feedback was doubtful.
3.	SCR (BZA and RU)	Instances were noticed where the forms were filled with the details of the passengers who had not travelled.
4.	ECoR (BBS, KUR, VSKP, RGDA), NER (ASH), SCR (SC), NWR (JP), WR (RTM).	Passenger feedback was not obtained due to non-consideration/inclusion of passenger feedback for calculating monthly score which directly affects the final payment.
5.	All zones (Except SCR)	Collection of app-based feedback as provided in clause 6.3.6 of the SBD was not implemented.

**Source: Records of the CTS stations maintained in the Divisions concerned.**

Thus, non-inclusion of passenger feedback for calculating monthly score was in violation of the RB's directives. The CTS activities including cleaning and obtaining feedback from passengers are to be carried out within the prescribed halt time of 10 to 15 minutes<sup>31</sup> for which the CTS contractor needs to deploy required manpower. Looking at the time constraint, there was, however, a possibility that passengers had provided feedback for the cleaning even before completion of the cleaning process.

#### **4.1.3 Joint Inspection of CTS activities**

Audit conducted surprise inspections of 29 Clean Train Stations in 12 zones along with the Railway officials. In four zones CR, SER, SWR and WCR, joint inspections could not be conducted as the CTS scheme was not in operation as the scheme was discontinued post Covid pandemic. Summary of deployment of manpower and utilisation of machines noticed during the joint inspection at CTS is given in the following table:

<sup>31</sup> As per SBD of Ratlam division (WR)

Table 4.4: Position of deployment of manpower and machines

Sl. No.	Name of the zone/ CTS-Station	Types of coach <sup>32</sup>	Manpower deployment			Number of machines		
			Per Train as per contract	Actual deployment	Short-fall (in per cent)	To be used as per contract	Actually used	Short-fall (in per cent)
1.	ECoR-KUR	AC-7, SL-12, UR-4.	37	29	22	20	4	80
2.	ECoR-VSKP	AC-7, SL-12, UR-1.	18	17	5	24	8	67
3.	ECoR-RGDA	AC-1, SL-3, UR-5, SLR-2.	12	9	25	4	2	50
4.	NR-LKO	AC-10, SL-6	33 <sup>33</sup>	20	39	18	16	11
5.	NER-CPR	AC-8 SL-8	42	36	14	24	18	25
6.	NER-GKP	AC-9 SL-7	34	17	50	20	10	50
7.	NEFR-NJP	AC-4 SL-11	27	12	55	18	11	39
8.	NWR-JP	16 Reserved	30 <sup>34</sup>	6	80	20 <sup>35</sup>	4	80
9.	SCR-BZA	AC-12, SL-8, 2S-2	28	26	7	14	13	7
10.	SECR-BSP	AC-9, SL-9, GS-4, SLR-2	28	20	29	20	2	90

<sup>32</sup> AC- Air Conditioned, SL- Sleeper Class, UR/GS- Un-reserved, 2S- Second Seating, SLR- Second Class with luggage and brake.

<sup>33</sup> It is an outcome based contract. Number of manpower has been mentioned as 33 per train in the contract as per RB guidelines, to give an idea to the bidder for actual deployment.

<sup>34</sup> Being an outcome based contract, exact manpower had not been mentioned in the contract, Instead, it had been mentioned that suitable number of manpower (ensuring high level of cleanliness) needs to be deployed. As per the standard CTS-Guideline/criteria around 30 persons per train are required.

<sup>35</sup> Being an outcome based contract, exact number of machines (Jet and Vacuum) had not been mentioned in the contract, Instead, it had been mentioned that the contractor has to submit a working plan for machinery to be deployed. As per the Standard CTS-Guideline/Criteria, around 20 machines per train are required.

Sl. No.	Name of the zone/ CTS-Station	Types of coach <sup>32</sup>	Manpower deployment			Number of machines		
			Per Train as per contract	Actual deployment	Short-fall (in per cent)	To be used as per contract	Actually used	Short-fall (in per cent)
11.	SECR-R	AC-11, SL-6, GS-2, SLR-2	34	31	9	24	20	17
12.	WR-ADI	AC-7, SL-10, GS-2	24	13	46	20	3	85
13.	WR-RTM	AC-9, SL-8	36	29	19	28	22	21

Source: Records of Coaching Depots linked to the CTS stations

During joint inspections in 29 CTS of 12 zones, Audit observed the following:

- Non/limited usage of machines in eight<sup>36</sup> zones.
- Shortfall in manpower ranging from one to 24 persons was noticed in eight<sup>37</sup> zones. The maximum shortfall (80 per cent) was noticed in JP/NWR, and the minimum shortfall (5 per cent) was noticed in the VSKP/ECOR. During the joint inspection of Train Number 12403 at JP/NWR, only six workers attended the train which halted for 12 minutes. As a result, cleaning of only four out of 16 reserved coaches could be carried out.
- The shortfall in usage of machines in eight zones ranged from 7 per cent to 90 per cent. The maximum shortfall (90 per cent) was noticed in BSP/SECR, and the minimum shortfall (7 per cent) was noticed in BZA/SCR.
- In Table 4.2 (Sr. No. 4) under para 4.1.1, it was pointed out that 17 staff from the evening shift out of 88 persons actually recorded biometric attendance. This confirmed short deployment of staff in WR.
- Limited/non-cleaning of toilets and other areas was noticed in seven zones<sup>38</sup>.

<sup>36</sup> ECoR, NER, NFR, NR, NWR, SCR, SECR and WR

<sup>37</sup> KUR-8, VSKP-1 and RGDA-3 (ECoR), LKO-13 (NR), CPR-6 & GKP-17 (NER), NJP-15 (NEFR), JP-24(NWR-) with respect to the standard Requirement of 30 staff per Train), BZA-2 (SCR), R-3 and BSP-8 (SECR) and ADI-11 and RTM-7 (WR)

<sup>38</sup> ECoR (VSKP, KUR and BBS), ER (ASN), NFR (NJP), SECR (BSP and RU) SR (MAS), WR (RTM and ADI), NWR (JP)



**Choked toilets of sleeper coaches of train 19019 at CTS Ratlam of WR**

The activities which were affected due to time constraints as observed during the joint inspections included the following:

- Usage of disinfectants/chemical detergents for cleaning toilets.
- Cleaning of toilets in the general coaches.
- Cleaning of water accumulated on the toilet floors in some of the coaches.
- Emptying of trash bags in some coaches.
- Clearance of choking in some of the toilets.
- Mechanised cleaning of some of the toilets, basins and vestibule areas.

Main reasons for limited cleaning were limited halt time of trains (10-15 minutes) and non-enforcement of Aadhaar and GPS based biometric system.

Out of the four zones where the CTS-Scheme was discontinued during Covid-19 pandemic period, in two zones (CR and SER), the scheme was not restored due to the constraint of limited halt time. The constraint of 10-15 minutes halt time was thus, an issue of concern in ensuring the proper cleaning of toilets and other areas. During joint inspection of CTS train at RTM/WR, Audit observed that even after deployment of sufficient manpower (29 persons) and 22 machines (11 jet sprays and 11 vacuum cleaners), all the coaches could not be cleaned due to time constraint.

#### **4.1.4 Inspection of CTS activities by Railway officials**

With a view to improve upon the objectivity as well as contract administration in respect of coach cleaning, RB prescribed (May 2010) a standard test check/inspection protocol for officials of the Mechanical Department. The instruction further provides that the test check protocol defines the minimum frequency of inspection/test check and may not be taken as restrictive.

Audit however, observed non-compliance to the inspection schedule (minimum number of inspections to be conducted periodically) by the concerned officials (AME/CDO, Sr.DME), besides improper/non-

maintenance of inspection records/compliance notes in eight<sup>39</sup> out of the 12 zones where the CTS scheme was operational.

The shortfall in inspections was one of the factors contributing to the deficiencies such as deployment of less manpower and machinery, manipulation of attendance system, *etc.* as brought out in **Para 4.1.1**.

#### **4.1.5 Analysis of Rail Madad complaints**

Indian Railways categorises the passenger complaints related to coach cleaning under one head namely 'Coach Cleaning' in Rail Madad which further identifies only the areas of concern, such as coach exterior, coach interior, cockroach and rodent, others, toilets, washbasins. Complaints lodged by the passengers are used for imposing penalties on the contractor concerned and are also considered in calculating the score card. Final payment to the contractor is made as per his monthly score, in which passenger feedback and complaints have a weightage of 30 *per cent*<sup>40</sup>.

The toilets, washbasins, vestibule area, doorways, *etc.* are common areas for both CTS and OBHS. Audit observed that the Rail Madad portal does not have a provision to enable identification of the deficiencies related to CTS activities in respect of cleaning of common areas. As a result, the OBHS staff is held liable for all the Rail Madad complaints related to interior cleaning of coaches and the CTS contractor escapes from being penalised for deficiencies related to CTS activities. Further, as the Rail Madad application does not provide for a separate category for complaints related to "Cleaning done at specified en-route CTS", passengers remain unaware of the CTS activities.

#### **4.1.6 Police verification of CTS staff**

Coach cleaning activities through OBHS and CTS schemes along with distribution of linen to the passengers in AC coaches is being outsourced to professional agencies. These works are executed by the contractual staff engaged by the professional agencies. On the basis of instances of crimes conducted by the staff engaged by the professional agencies, RB issued (January 2015 and September 2020) the following directives:

<sup>39</sup> ECoR (VSKP), ER (ASN and MLDT), NFR (NJP), SR (MAS), SER (HIJ and KGP), SECR (BSP and R), SWR (UBL) and WR (ADI and RTM)

<sup>40</sup> As per SBD for housekeeping of stations and trains, issued by Railway Board vide Letter No.-2016/EnHM/06/09 dated 23 August 2017

**Table 4.5: Directions issued by the Railway Board**

Authority	Highlighted instances	RB's directives
Director Mechanical Engineering (Coaching)- Railway Board <sup>41</sup>	A case of alleged mis-behaviour with a lady by a bedroll attendant engaged through a contract in Northern Railway was cited.	Chief Mechanical Engineers of the zones were directed that no contractual staff should be deployed without requisite police verification and regular checks should be made to ensure compliance.
Director General/ Railway Protection Force, Railway Board <sup>42</sup>	During 2018, 57 contractual labourers were arrested and 47 cases of offences on passengers were reported where involvement of contractual workers was found. In the year 2019-20 (till Oct-2019), 117 such cases were registered with the arrest of 138 contractual workers.	Principal Chief Security Commissioners of zones were instructed regarding the measures to be taken for security of "Passengers & Passenger Area" and a draft format for initiating police verification was communicated.

In February 2020<sup>43</sup>, RB prescribed the following procedures for police verification:

1. The process will start at least 45 days before engagement of the concerned staff as contractual staff for Railways.
2. A form with the personal information<sup>44</sup> of contractual staff is to be filled and sent at least 30 days in advance of engagement to:
  - (i) The Superintendent of Police (SP) having jurisdiction over the permanent residence of the concerned staff.
  - (ii) The SP having jurisdiction over the place where the concerned staff has resided for more than six months in the last five years.
  - (iii) The Sr. DSCs/DSCs (RPF) having jurisdiction over (i) and (ii) above.

<sup>41</sup> No. 2006/M(C)/165/9 Pt. Dated 13 January 2015

<sup>42</sup> Demi Official (DO) Letter No. 2020/Sec (CCB)/45/50/Misc Dated 3 February 2020 addressed to GM, NEFR and circulated to All Zones on 21 September 2020

<sup>43</sup> DG-RPF's DO No. 2020/Sec (CCB)/45/50/Misc. Dated 3 February 2020

<sup>44</sup> Name, Aadhar number, Permanent residential address with Local Police Station and District. Besides permanent address, the-addresses of all the places where the person has resided for more than six months in the last five years (with Name of Police Station and District)



- (iv) The Sr. DSC/DSC (RPF) having jurisdiction over the place where the person is to be engaged.
3. The Sr. DSC/DSC (RPF) mentioned in 2(iii) above will coordinate with SPs concerned and get the police verification done as soon as possible. The soft copy of the police verification will be sent back to the Sr. DSC/DSC (RPF) mentioned in 2(iv) above who will keep it as record and share it with the contracting officer (in this case Mechanical Department).
  4. If the police verification is not received before the date of engagement, the staff concerned will be engaged for one month on a provisional basis. If the police verification is not received during the provisional period, he will have to be relieved of his duty and will be re-engaged only when the police verification is received, and he is found clear from criminal cases.

Accordingly, a provision has also been prescribed under the cleaning contracts mandating conduct of police verification of cleaning and housekeeping personnel deployed by the contractor. Review of contracts awarded for cleaning activities under the CTS schemes revealed discrepancies in conducting of the police verification in nine out of the 12 zones where the scheme was operational, as per details tabulated in the following Table:

**Table 4.6: Findings on verification of Police Verification Certificates**

Sl. No.	Zones (Stations)	Audit Observations
1.	ECR(DDU), NWR (JP and JU), SCR (SC, BZA, GTL and RU), SER(KGP)	Authorities did not produce Police Verification Certificates (PVC) of all or some of the contractual staff for audit scrutiny.
2.	NFR (NJP), NR (BSB and LKO)	Police verification was not done for all or part of the contractual staff.
3.	SECR (BSP) and WCR (ET)	Staff with criminal backgrounds were deployed under cleaning contracts. The criminal records were related to serious offenses such as attempt to murder, theft, etc.
4.	WR (ADI)	<ul style="list-style-type: none"> <li>• Neither the Contracting Department adhere to the procedure for police verification nor did the Railway Protection Force ensured that the same was done.</li> <li>• PVCs were issued by Government Railway Police (GRP)/ADI who did not have the authority or jurisdiction over the areas of residence of the engaged persons.</li> </ul>

Sl. No.	Zones (Stations)	Audit Observations
		<ul style="list-style-type: none"> <li>The GRP issued PVCs for persons who belonged to Gujarat as well as other states. The documents in support of issuing such certificates were, however, not available on record with the Railway authorities concerned.</li> <li>There were instances where PVCs showed platforms of the ADI Railway Station as the current residential address of the persons. The veracity of PVC issued by the GRP/ADI was thus doubtful.</li> </ul>

Source: Reports/records of the Audit offices of the zones concerned.

Thus, the competent authorities at the zonal level failed in ensuring compliance of RB's instructions for police verification of contractual staff despite reporting of several instances of crime by such staff. In August 2021, an incident<sup>45</sup> of rape by a Railway attendant (contractual employee) in Delhi-Ahmedabad Swarna Jayanti Rajdhani Train was reported.

#### 4.2 On-Board Housekeeping Services (OBHS)

In October 2007, RB issued comprehensive guidelines for on-board attention of cleaning of coaches and transferred the function from Indian Railway Catering and Tourism Corporation to the Mechanical Department. The guidelines, *inter-alia*, provided that total outward/return journey of Mail/Express trains identified under the scheme should not be less than 16 hours. RB extended (July 2010) the scheme to platform return trains which have a minimum journey of six hours. RB further emphasised that OBHS should result in perceptible improvement in the standard of cleanliness and hygiene in trains and a system of periodic review of contractors' performance should be put in place. The guidelines for OBHS services were updated in February 2016. The format for 'Rate Schedule' provided in the earlier guidelines was deleted for greater flexibility to Railways and the same was left to be decided as per local requirement by the respective CME in consultation with Finance.

In the Audit Report No.11 of 2013 (Railways) regarding cleanliness and sanitation in Indian Railways, it was highlighted that the pace of implementation of OBHS in identified trains was slow. It was also pointed out that the desired standards of cleanliness in trains through OBHS could not be achieved due to lack of adequate supervision by Railway officials.

<sup>45</sup> <https://ahmedabadmirror.com/railway-attendant-rapes-runaway-teen-on-rajdhani/81804693.html>

In the Action Taken Report, Ministry stated that revised rest Check Protocol for OBHS has recently been issued to the Railways vide which Railways have been instructed to carry out the checks for OBHS once in 10 days by nominated Supervisor for any nominated stretch of the train and once in 15 days by Coaching Depot Officer/Divisional officer for any nominated stretch of the trains. It was stated that this initiative will add to the effectiveness of the scheme.

During 2018-23, a total of 103 OBHS contracts were awarded in the 32 selected Coaching Depots. These contracts were reviewed to verify the compliance to the contractual provisions related to OBHS activities. Joint inspection of OBHS activities along with the Railway officials and passenger feedback survey was also conducted. Audit findings on review of OBHS contracts and joint inspections are discussed below:

#### 4.2.1 Joint inspections of OBHS

Audit conducted joint inspections of 15 trains<sup>46</sup> along with the Railway officials/supervisors of the concerned Coaching Depot. Deficiencies noticed in 13 trains<sup>47</sup> are summarised in the following table:

**Table 4.7: Findings of joint inspections**

Sl. No.	Name of the Zone	Audit Observations
1.	ECR, ER, NER, NFR, WCR and WR	Wash-basins of doorway area found choked/overflowing in coaches.
2.	NWR, SER, WCR and WR	There was no liquid soap in the soap dispenser and litter was found on the floor of some of the lavatories.
3.	ECR, NER, NFR, NWR, SR, WCR and WR	Some of the lavatories in the sleeper coaches were choked and stinking badly.
4.	CR, NER, SECR, SR and SWR	Water logging in some of the toilets.
5.	ECR, NFR, NR, SER and WCR	Vestibule areas of the coaches were found dirty.
6.	ECR, NER, SR, WCR and WR	Soiled linens were stored in the doorway area.

**Source: Joint Inspection Reports of the Audit offices of the zones concerned**

The images of deficiencies such as choked toilets and washbasins are depicted below as illustrations:

<sup>46</sup> One each across zones (except ECoR)

<sup>47</sup> CR (Train No. 12025), ECR (Train No. 13238), ER (Train No. 12343), NER (Train No. 15068), NFR (Train No. 15945), NR (Train No. 12442), NWR (Train No. 22978), SECR (Train No. 12549), SER (Train No. 22864), SR (Train No. 16345), SWR (Train No. 16209), WCR (Train No. 11448) and WR (Train No. 12920)

		
Choked basin (Train No.12343 on 3/8/2023) (ER)	Plastic bottles thrown in the toilet. Train No.15068 on 15/7/23 (NER)	Soiled linen in the doorway area in Train No. 12920 on 14/07/23 (WR)

#### 4.2.2 Passenger feedback in OBHS Contracts

As per the conditions of contract<sup>48</sup> for the mechanised cleaning and housekeeping works of trains, feedback is required to be collected from passengers through an app-based platform. Necessary hardware and software for the above would be provided by the contractor at his cost. In future, if Railways develop its own software, it would be adopted, and no charges would be levied on the contractor in this regard. The passenger feedback thus collected is consolidated over the month and is given a weightage of 30 *per cent* in key performance and forms a basis for payment as well as penalties/rewards linked to the contract.

The database of the passenger feedback is maintained in the app developed by the contractor as per contract agreement. The information of the feedback forms is furnished to the Railway Administration by the contractor. A test-check of the data of online feedback forms for the last week of March 2023 in respect of 106 trains in 30<sup>49</sup> out of 32 selected Coaching Depots was carried out in Audit. It was observed that there was a mismatch in the information like PNR and Mobile Number entered in feedback forms when compared with the Reservation Charts. In 13 zones<sup>50</sup>, many instances of duplication of PNR numbers were observed in the data. Similarly, in three<sup>51</sup> zones, some instances of duplication of mobile numbers were also observed.

To avoid getting penalised, the contractors had fulfilled the prescribed number of feedback as provided in the contract by duplicating the mobile numbers and PNR numbers. Thus, the intended objective of obtaining feedback from the passengers was defeated. Compiled data of passenger

<sup>48</sup> RB's Letter No.2016/EnHM/06/09 Dated 23 August 2017

<sup>49</sup> Except Puri and VSKP in ECoR where data was not available

<sup>50</sup> ECR, ER, NER, NFR, NR, NWR, SCR, SECR, SR, WCR, SER, SWR and WR

<sup>51</sup> ECR, NR and WR

feedback conducted by the contractual staff during the last week of March 2023 is shown in **Annexure 1**.

#### **4.2.3 Feedback from Train Ticket Examiners**

As per the terms and conditions of the contracts, OBHS staff should obtain feedback from the Train Ticket Examiner (TTE) after completion of each trip. Records pertaining to 25 contracts in the 30 Coaching Depots<sup>52</sup> across zones were reviewed in audit. It was noticed that in 14 trains<sup>53</sup> (44 *per cent*) in five zones out of 44 trains involved in the above contracts, feedback was not taken from the TTEs.

TTEs directly interact with the passengers and many a times the passengers approach the TTE for complaints related to cleanliness in the trains. Feedback of the TTEs can therefore play an important role in the improvement of OBHS services.

#### **4.2.4 Feedback survey of passengers and contractual staff in audit**

A detailed survey was conducted by audit of 2,426 on-board passengers in 96 selected trains<sup>54</sup> as per the details given under sample selection. Feedback was given by 2,363 passengers<sup>55</sup> (1,454 AC and 909 Non-AC). It was observed that in respect of OBHS services, the majority of the passengers (1,663 out of 2,363 i.e. 70 *per cent*) were satisfied with the overall cleanliness inside the coaches. The proportion of satisfied passengers was more in AC coaches (1,117 out of 1,454 i.e. 77 *per cent*) and less in non-AC coaches (546 out of 909 i.e. 60 *per cent*).

The proportion of satisfied passengers was comparatively higher in NR and NCR (96-97 *per cent*) and lower in ECOR and NER (51 *per cent*). The proportion of satisfied passengers in the remaining 12 zones ranged between 54 and 84 *per cent*.

Audit also obtained feedback of 328 OBHS staff in 88 trains across zones. In the feedback, 21 *per cent* OBHS staff<sup>56</sup> surveyed confirmed non-provision of resting facility for OBHS staff. 178 out of 328 OBHS staff (54 *per cent*) stated that they were not provided with any accommodation even at the terminating stations to take rest after a long journey. The result of feedback survey of OBHS staff and passengers conducted by Audit in the selected trains is shown in **Annexures 2 and 3**.

<sup>52</sup> The contracts in both Depots of WR were not in operation during the Audit visit

<sup>53</sup> CR-3, ECoR-6, SCR-1, SECR-1 and WCR-3

<sup>54</sup> Six trains from each zone

<sup>55</sup> 63 passengers did not give feedback regarding cleanliness in the coaches

<sup>56</sup> 68 out of 328

#### 4.2.5 Inspection by Railway authorities

With a view to improve upon the objectivity as well as contract administration, in respect of coach cleaning, RB prescribed (May 2010) a standard test check/inspection protocol for authorities of the Mechanical Department. RB prescribed that nominated supervisor of the coaching depot was to conduct inspections of nominated stretches of trains once in 15 days.

Audit observed that there was a shortfall in inspections at different levels during the last two years as mentioned in the following table:

**Table 4.8: Details of shortfall in inspections**

Range of shortfall	Details of Coaching Depots with shortfall in Inspections	
	2021-22	2022-23
Less than 25 per cent	NR(ASR), NWR (JP) and WCR (JBP)	NCR (Jhansi)
25 to 50 per cent	ER (Sealdah) and ECR (RNCC)	ECR (RNCC, DHN), ECoR (VSKP) and WCR (KTT) SR (TVC)
Greater than 50 per cent	ECR (DHN), ECoR (Puri, VSKP), NCR (Jhansi), SCR (SC), SECR (Raipur), SR (TVC), SWR (MYS), WCR (KTT) and WR (INDB)	ECoR (Puri), SCR (SC), SECR (BSP) and SWR (MYS)

Source: Records of the selected Coaching Depots of the zones concerned

Test check of 73 contracts related to OBHS services of the selected 32 Coaching Depots in 16 zones revealed that penalty of ₹9.62 crore was recovered from the contractors on account of deficiencies as mentioned in the following table:

**Table 4.9: Details of deficiencies in contracts and penalties recovered**

Sl. No.	Deficiencies	No. of Contracts involved	No. of instances	Penalties recovered (₹ in crore)	Name of the zones where deficiencies found
1.	Shortfall of manpower	73	30,113	7.9	All zones
2.	Non-utilisation of specified machinery	30	26,360	0.56	All zones (excluding NWR)
3.	Non-utilisation of specified cleaning agents	53	21,675	1.07	All zones (excluding NWR, SCR and WR)
4.	Executive Housekeeper (EHK) Unqualified	20	1,083	0.09	Four zones (ER, NR, SR and WR)
<b>Total</b>			<b>79,231</b>	<b>9.62</b>	

Source: Records of the selected Coaching Depots of the zones concerned

The shortfall in inspections coupled with large number of instances of deficiencies against contractual provisions was indicative of the need for strengthening control over the contractors. Details of instances of deficiencies noticed and penalties recovered in respect of OBHS contracts in the selected Coaching Depots are shown in **Annexure 4**.

#### 4.2.6 Rail Madad complaints related to cleaning of coaches

“Clean My Coach” scheme was formally launched on a pan-India basis in March 2016 for on-demand service for cleaning the toilet/coach. ‘Clean My Coach’ service was upgraded to ‘Coach Mitra’ facility as announced by Hon’ble Finance Minister in Budget Speech 2017-18.

Consequent to the launch of Mobile Application for Desired Assistance During travel (Rail Madad) in July 2018 and to facilitate single interface to Railway passengers, the ‘Coach Mitra service’ was discontinued. The purpose of the Rail Madad application was to expedite and streamline passenger grievance redressal. Rail Madad is part of the Railway Passenger Grievance Redressal and Management System (RPGRAMS) of Indian Railways.

The complaints/suggestions from individuals (passengers, freight customers, etc.) can be sent through: -

- Centralised Public Grievance and Monitoring System (CPGRAMS) - <https://pgportal.gov.in>

- Rail Madad - <https://railMadad.indianrailways.gov.in>
- All India helpline No.139.
- Complaint books available in trains and stations.

The RPGRAMS integrates all passenger complaints received from multiple modes (14 offline/online modes currently) on a single platform, analyses them holistically and generates various types of management reports. RPGRAMS enables the top management to continuously monitor the pace of redressing grievances as well as evaluate the performance of field units/trains/stations on various parameters such as, cleanliness, catering, amenities, etc. It also identifies weak/deficient areas and laggard trains/stations for undertaking focused corrective actions.

Mobile Application for Desired Assistance During travel (Rail Madad) was implemented in July 2018. Gradual increase in awareness among passengers led to surge in complaints since implementation of Rail Madad. The complaints related to coach cleanliness increased by 229 *per cent* during 2022-23 (2,42,431) as compared to the year 2019-20<sup>57</sup> (69,950).

The status of complaints on internal cleaning of coaches during 2022-23 is depicted below:

**Table 4.10: Status of complaints on internal cleaning of coaches**

Zones	Percentage to total complaints
<b>Six zones</b> -WCR, NCR, SECR, ECoR, NWR and SER	Less than 5 <i>per cent</i>
<b>Seven zones</b> - CR, ER, SWR, NER, SCR, SR and ECR	5-10 <i>per cent</i>
<b>Three zones</b> - WR, NFR and NR	Greater than 10 <i>per cent</i>

Source: Data obtained from the Rail Madad portal of IR

Audit observed that the three zones (WR, NFR and NR) where the percentage of complaints to total complaints in Rail Madad were greater than 10 *per cent* also figured in the list of zones where the contractors were found manipulating the data of the passenger feedback forms as brought out in **Para 4.2.2 above**.

With the presence of OBHS in the trains, the Rail Madad complaints related to internal cleaning of coaches were resolved fast and there was no breach of service level allowance<sup>58</sup> in 89 *per cent* of the cases. The breakup of the

<sup>57</sup> The information prior to 2019-20 was not available as the Rail Madad portal was introduced in July 2018

<sup>58</sup> Resolution in less than two hours



balance 11 per cent complaints with breach of Service Level Allowances (SLA) is given below:

**Table 4.11: Breach of Service Level Allowance**

Total complaints with breach of SLA	SLA-1 (two to less than five hours)	SLA-2 (more than five hours)
27,078 (11 per cent)	20,634 (8 per cent)	6,444 (3 per cent)

Source: Data obtained from the Rail Madad portal of IR

The breach of SLA was higher in three zones<sup>59</sup>.

In July 2022, RB directed<sup>60</sup> that all zones should aim at “zero complaints” on OBHS services. In this connection, the General Managers of the zones were directed to review the reasons for under-performance of OBHS in their areas. It was also requested to share the cause analysis, action taken, and future plans with RB.

In six zones<sup>61</sup>, ‘Cause Analysis’ exercises were conducted during the period from July 2022 to March 2023. The reports of such exercises were, however, available only in case of four zones<sup>62</sup>. The important actionable points raised by the authorities concerned are tabulated below:

**Table 4.12: Results of ‘Cause-wise analysis’ exercises**

Sl. No.	Actionable points	Zone
1.	OBHS staff to take rounds after meal times.	NER
2.	OBHS and linen staff to keep the main doors closed during rains.	NER
3.	Railway Board to be requested to provide watering stations at regular intervals and to increase halt time at the existing watering stations.	ECoR
4.	Continuous monitoring of attendance of OBHS staff by the supervisors and officers.	ECoR and NWR
5.	Feedback from OBHS staff, AC attendant and Rail Madad should be made available at the pit line.	NWR
6.	Trains with no watering for long distance are identified and highlighted to concerned zones and Railway Board for necessary action.	WR
7.	To revert to manpower-based contracts.	WR

Source: Records furnished by the Zonal HQ. concerned

<sup>59</sup> NR (25 per cent of SLA-1 and 22 per cent of SLA-2), NFR (9 per cent of SLA-1 and 18 per cent of SLA-2) and SCR (13 per cent of SLA-1 and 14 per cent of SLA-2)

<sup>60</sup> RB’s Letter No. 2016/EnHM/06/12 dated 13 July 2022

<sup>61</sup> ECoR, NER, NWR, SWR, WCR and WR

<sup>62</sup> ECoR, NER, NWR and WR

In seven zones<sup>63</sup>, the cause analysis exercises were not conducted and in the remaining three<sup>64</sup> zones, compliance to this aspect could not be verified in Audit as relevant records were not provided.

Thus, there was a lack of concerted efforts on the part of the zonal authorities in uniform implementation of the instructions issued by the RB.

Further, a total of 2,42,431 complaints regarding internal cleaning of coaches, wash basins and toilets were reported over IR during the year 2022-23. The details of year-wise Rail Madad complaints related to internal cleaning of coaches and penalties recovered are given in the following table.

**Table 4.13: Instances of penalties recovered**

Year	No. of OBHS Contracts involved	Penalties recovered (₹)	Name of zones
2020-21	18	12,46,600	Eight zones (ECoR, ER, NR, NWR, SECR, SER, WCR, and WR)
2021-22	24	1,40,39,818	12 zones (CR, ECR, ECoR, ER, NFR, NR, NWR, SECR, SER, SR, WCR and WR)
2022-23	23	2,02,01,448	12 zones (CR, ECR, ECoR, ER, NFR, NR, NWR, SECR, SER, SR, WCR and WR)
<b>Total</b>		<b>3,54,87,866</b>	

**Source:** Data obtained from the Rail Madad portal of IR

From the above table, it is observed that penalties recovered against the Rail Madad complaints showed an increasing trend during the period of three years from 2020-21 to 2022-23. This implied that recovery of fixed lump sum penalties from the contractors failed to act as a deterrent in reducing deficiencies. Details of deficiencies noticed and penalties recovered in respect of OBHS contracts in the selected Coaching Depots are given in **Annexure 4**.

#### **4.2.7 Resting facilities to OBHS staff**

As per Railway Board's instructions<sup>65</sup> (April 2016), the last two side berths/last two seats of the lowest reserved class available in the trains should be earmarked for OBHS Staff i.e., seats available in the sleeper class

<sup>63</sup> CR, ECR, ER, NCR, NR, SCR, SECR

<sup>64</sup> SR, SER, NFR

<sup>65</sup> Commercial circular No.19 issued vide Letter No.2013/TG-I/20/P/OBHS dated 19 April 2016

as the lowest accommodation berth No.71 and 72 in S1 Coach should be earmarked for them. Similarly, in the trains having AC Sleeper accommodation only, the last two side berths in B1 coach should be earmarked for them. The contractor must make his own arrangements for lodging the janitors/Executive Housekeepers during the lay-over period of the trains at the other end(s).

Audit reviewed 103 OBHS contracts awarded by the selected two Coaching Depots each across zones during the period from 2018-19 to 2022-23. It was observed that out of 103 contracts, in 56 contracts<sup>66</sup> (54 per cent) though the provision existed in the contracts to provide reserved accommodation in trains to the OBHS staff, the same was not provided by the contractors.

In respect of two OBHS contracts of Tikiapara Coaching Depot in ER, no provision of booking of berths for the OBHS staff in the trains was incorporated in the contracts. In respect of Coaching Depot at Dibrugarh (NFR), N.F. Railway Administration stated that as no berths had been flagged by the Centre for Railway Information System (CRIS) therefore, contractors could not reserve the berths.

Thus, the zones failed in complying with Railway Board's directives for making provision of resting facilities to OBHS staff inside the trains and at terminating stations.

#### **4.3 Compliance to recommendations of the Railway Convention Committee**

The Railway Convention Committee (2014) in its report presented to the Lok Sabha and the Rajya Sabha in December 2018 noted that for outsourced housekeeping works, IR defined certain specifications/brands for the cleaning material to be used by the contractors. Besides, inspections and checks are also required to be carried out to ensure that contractors use the prescribed material and in case of use of sub-standard material, the contractor is liable to be punished.

The Committee however, apprehended that notwithstanding the specifications prescribed by the IRs for use of good quality cleaning material, there is every possibility of the contractor using sub-standard material. The Committee, therefore, recommended that Railways should conduct frequent inspections and surprise checks on all the running

<sup>66</sup> CR (3/3), ECR (1/4), ECoR (2/2), ER(1/4), NCR (4/4), NER (4/4), NFR (2/6), NR (8/8), NWR (3/5), SCR (0/21), SECR (1/2), SER (11/12), SR(2/5), SWR (0/6), WCR (7/7) and WR (7/10)

express/mail trains and at the stations to ensure that the contractors used the specified cleaning material/approved brands.

Audit observed that 13 zones reported 20,184 instances of non-utilisation of specified cleaning materials in respect of 46 contracts. Penalties to the tune of ₹1.05 crore were recovered from the contractors. The number of surprise checks conducted by the zones could not be verified as related records were not maintained by the zones concerned.

#### 4.4 Pest and rodent control in trains

In 2010, RB issued comprehensive guidelines/instructions to control the menace of pests and rodents in trains. These instructions specified the frequency of pest control treatment, quality of insecticides to be used, etc. The procedures to be followed for pest control are:

- A. **In trains:** (i) Chemical spraying (ii) Gel treatment (iii) Fogging (iv) Fumigation; (v) Rodent control.
- B. **In the yards:** (i) Zinc Phosphate Sealing of Burrows (ii) Rat cake in coaches (iii) Glue pads other than AC coaches (iv) Rodo box in AC.
- C. **Pest control frequency:**
  - AC & Pantry Car: Fortnightly
  - Non-AC coaches: Fortnightly in first three months of the contract and monthly thereafter
  - Unreserved Non-AC coaches: Bi-monthly
- D. **Rodent control frequency:**
  - In coaches-AC coaches and Pantry cars: During every primary maintenance
  - Reserved Non-AC coaches: Weekly.

##### 4.4.1 Review of pest and rodent control measures

Penalty clause incorporated in the contract agreement provides for levy of penalty for deficiencies in pest and rodent control in trains and Coaching Depots are given in the following table:

**Table 4.14: Summary of penalty provision in Pest Control Contract**

Sl. No.	Types of deficiencies	Penalty leviable
1.	Non-adherence to specified frequency of treatment	₹ 250/- per coach
2.	Passenger complaints in writing	₹ 500/- per complaint
3.	Deficiency noticed during inspection by Railway officer	₹ 500/- per coach

Sl. No.	Types of deficiencies	Penalty leviable
4.	Non-usage of required machines and chemicals	₹ 500/- per occasion
5.	Sticker found torn or unavailable	₹ 30/- per sticker
6.	Staff found without identity card	₹ 100/- per person per occasion
7.	Any contravention of contract agreement noticed by Railway officer	₹ 1,000/- per occasion

During inspection, the Railway officials detected 10,588 deficiencies against the contractual provisions for pest and rodent control during the review period from 2018-19 to 2022-23. Besides recovery of penalty of ₹78.84 lakh for non-adherence to contractual provisions, ZRs recovered penalty of ₹1.31 crore based on complaints reported by the passengers as indicated in the following table:

**Table 4.15: Deficiencies reported under contracts**

Selected Depots	No. of Contracts involved	No. of Deficiencies noticed by Railway Officials	Penalty recovered (₹)	No. of complaints reported by passengers	Penalty recovered (₹)
32	64	10,588	78,94,373	8,096	1,31,27,901

**Source: Records of the selected Coaching Depots of the zones concerned**

The details of the type of deficiencies noticed as mentioned in Table 4.14 above and analysis of causes of increase in complaints by the ZRs were not available on record. Despite imposition of penalty, the pest/rodent menace in the coaches continued as reported by the passengers in the Rail Madad complaints.

Analysis of Rail Madad complaints revealed that a total of 15,028 complaints regarding pests/rodents in the coaches were reported over IR during the year 2022-23. Out of these complaints, 11,844 (79 per cent) were reported by passengers travelling in AC classes (3E to 1st AC) and 3,184 (21 per cent) were reported by passengers travelling in non-AC classes (2S and SL). The complaints were higher in four zones (SCR-13 per cent), WR-11 per cent, SR-11 per cent and NER-10 per cent) and lowest in NCR and SECR (1 per cent each).

Audit also conducted a survey of six selected trains in each zone and obtained feedback regarding different aspects of cleanliness in the trains from passengers. Out of 2,426 passengers surveyed, 642 (26 per cent) passengers stated that they had noticed cockroaches/rodents inside the coaches while travelling in the train.

Passengers complained that poor cleaning of the coaches, foul smell from the dustbins which were not cleaned, soiled linen lying in the coach, etc. were the main reasons for pests and rodents in coaches. Details of instances of deficiencies against contractual provisions, Rail Madad complaints related to pests/rodents and passenger feedback are shown in **Annexure 5**.

#### **4.5 Reduction/control of expenditure on housekeeping of trains**

In June 2020, RB instructed the ZRs in respect of certain actions to be taken for reduction/control of expenditure on housekeeping of trains. One of the action points stipulates that “Tenders for cleaning/sanitation contracts for the stations may be done based upon activity without mentioning the specified manpower, and the tenderer should be asked to quote lump-sum price duly indicating the manpower proposed to be deployed along with the deployment plan.”

It was further stipulated that “Some basic machines may be indicated without specifying numbers. Suitable measures of performance should be specified. Exemplary penalties can be introduced to prevent quoting of unworkable rates”. RB also stipulated that exceptions to these directives would be permissible only upon obtaining specific approval to the effect from the respective GMs.

##### **4.5.1 Manpower-based contracts vs outcome-based contracts**

The performance of contracts after switching over from manpower-based contracts to outcome-based contracts was reviewed in the 32 selected Coaching Depots across zones. Audit observed that -

- In 13 Depots<sup>67</sup> (40 *per cent*) manpower-based contracts were operational. Outcome-based system was not implemented till March 2024.
- Three Depots<sup>68</sup> awarded contracts on an outcome basis. The contracts were subsequently terminated due to poor performance of the contractors and the Depots reverted to manpower-based contracts.
- The remaining 16 selected Depots had implemented the outcome-based system. However, four<sup>69</sup> of these Depots witnessed an increase in passenger complaints in the outcome-based system when compared to the manpower-based system as tabulated below.

<sup>67</sup> (LTT and GCMC)-CR, (DNR and DHN)-ECR, (Puri)-ECoR, (SDAH and TKPR)- ER, (BSP and Durg) -SECR, (Santragachi)-SER, (MYS & YPR)-SWR and (BDTS)-WR

<sup>68</sup> (DBRG)-NFR, (HTE)-SER and (INDB)-WR

<sup>69</sup> (GKP)-NER, (JP)-NWR, (TPTY)-SCR and (JBP)-WCR

**Table 4.16: Comparison between outcome-based and manpower-based contracts**

Sl. No.	Zone	Depot	Date of contract	Mode of operation	Duration of contract	Complaints during the last month of contract period
1.	NER	GKP	23/12/2019	Manpower based	2 years	195
		GKP	28/1/2022	Outcome based	2 years	835
2.	NWR	JP	July 2022	Manpower based	1 year	64
		JP	March 2022	Outcome based	4 years	107
3.	SCR	TPTY	31/7/2022	Outcome based	2 years	121
		TPTY	01/9/2022 & 03/10/2022	Manpower based	90 days	102
4.	WCR	KTT	13/10/2021	Manpower based	1 year	40
		KTT	10/11/2022	Outcome based	2 years	90

Source: Records of selected Coaching Depots

During the exit conference (August 2024), MoR stated that outcome-based contracts were difficult to manage due to resource commitment on the part of the contractors.

#### 4.6 Conclusion

The major hindrances in the way of achieving the desired results of the CTS scheme were short deployment of manpower by manipulating biometric attendance data, non-compliance to provisions for collection of passenger feedback through an app-based platform and constraint of 10-15 minutes halt time.

Lack of sufficient control/checks resulted in manipulation of passenger feedback data by the OBHS staff. This has a direct impact in terms of compromising the quality of cleanliness with less scope for improvement in cleanliness. Adverse impact was visible in the form of deficiencies in the services of the OBHS staff in joint inspections of cleaning activities. Further, non-provision of proper resting facilities to the OBHS staff inside the trains and at terminating stations could impact the quality of services offered.

There was a shortfall in inspection of cleanliness activities by the outsourced agencies. Even during the limited inspections, a large number of instances of deficiencies against contractual provisions were noticed by the inspecting authorities. This was indicative of the need for strengthening the control over

the contractors and ensuring compliance to the directives of RB for submission of cause analysis and action taken report against Rail Madad complaints. Concerted efforts are thus required in achieving the desired standards of cleanliness.

Despite clearly defined procedures and prescribed frequencies of inspections, the menace of pests and rodents continued to exist in the long distance trains over IR. Imposition of penalties on account of deficiencies on the part of outsourced agencies failed to act as a deterrent for the problem.

The purpose of introduction of outcome-based contracts was to achieve reduction/ control of expenditure on housekeeping of trains by shifting the focus on deliverables/output. Insufficient deployment of manpower by the contractors however, resulted in an increase in passenger complaints in seven zones. In some of the Depots, outcome-based contracts were terminated and the old system of manpower-based contracts was restored.

#### 4.7 Recommendations

##### **Ministry of Railways needs to:**

- i. Enforce contract conditions by deploying required resources to ensure cleanliness and sanitation within the stipulated 10-15 minutes halt time at Clean Train Stations.***
- ii. Adopt Global Packet Radio Service (GPRS) enabled biometric attendance system in respect of all cleaning contracts and ensure that technical checks of the system used by the contractor is conducted by the Railway officials at regular intervals.***
- iii. Ensure strict monitoring of the process of police verification for safety and security of the passengers in the era of outsourcing of cleaning activities.***
- iv. Implement integrated feedback platform for online capturing of passenger response instead of obtaining feedback separately for CTS, OBHS, linen management, etc.***
- v. Ensure that full implementation of the directives of Railway Board for surprise checks conducted by Railway authorities on all running express/mail trains and the results thereof properly documented for achieving improvement in the quality of cleanliness.***
- vi. Strictly monitor the activities encompassed under outcome-based contracts to ensure that the envisaged saving due to switching over to this system is achieved without compromising the quality of cleanliness in the trains.***





# **Chapter V-**

## **Quick watering arrangement in trains**

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## Chapter V: Quick watering arrangement in trains

### 5. Background

Water availability in coaches is one of the essential passenger requirements. There were, however, frequent complaints from the public regarding non-availability of water either due to non-filling up water or



**En-route watering of coaches**

inadequate filling up at the nominated watering station. To address the issue, RB instructed (May 2005) all zones that no train should be allowed to continue its journey without topping up of water from the nominated watering station even if the train has to be detained beyond the scheduled stoppages rather than being allowed to run without topping up of the water tanks.

The major reasons for the large number of complaints from the passengers regarding inadequate watering of trains were poor water

flow, poor maintenance of hydrants, lack of adequate staff and shortage of water. In June 2018<sup>70</sup>, RB decided to speed up the trains and as a result, the stoppage time at the stations was reduced. To ensure that the coaches are fully watered in the least possible time, options like mechanised watering arrangements were explored.

In May 2007, RB issued instructions<sup>71</sup> to CAMTECH to prepare a suitable

#### Salient features of QWA

- Three Booster pumps of 40 horsepower with flow rate of 200 cubic meter per hour each operate under a wide range of head.
- Water is supplied to the train coaches through a SCADA (Supervisory Control and Data Acquisition) system which automatically controls the water flow.
- The valves can also be operated remotely.
- A 24-coach train can be filled up within five to six minutes.
- Multiple trains can be watered at the same time.

<sup>70</sup> Railway Board's Letter No. 1996/M(C)/141/77 dated 26 June 2018

<sup>71</sup> Railway Board's Letter No. Letter Number 2003/M(C)/141/19 dated 29 May 2007

carriage watering system to facilitate watering of 26 coach trains in about five minutes time with a minimum number of persons.

A mechanised Quick Watering Arrangement (QWA) developed by CAMTECH was successfully implemented at Erode in Southern Railway (SR) and Vijayawada in South Central Railway (SCR). In September 2017, RB<sup>72</sup> decided that zones should immediately process for provision of quick watering facilities at the watering stations under their jurisdiction as implemented by SR and SCR.

### 5.1 Implementation of quick watering arrangement

Till March 2019, 98 stations were identified for setting up quick watering arrangement. Later, 11 more stations were identified. Year-wise position of the implementation of quick watering arrangements is shown in the following table:

**Table 5.1: Status of implementation of quick watering arrangement**

Sl. No.	Year	Opening balance	Stations identified	Commissioned	Closing balance
1	2019-20	98 <sup>73</sup>	1	16	83
2	2020-21	83	3	22	64
3	2021-22	64	4	25	43
4	2022-23	43	3	18	28
<b>Total</b>			<b>11</b>	<b>81</b>	<b>28</b>

**Source: Data collected from Zonal Headquarters**

Audit observed that out of the 109 stations identified<sup>74</sup> for making provision for QWA, facilities for quick watering were in operation at 81 stations (74 per cent) as on 31 March 2023. At 28 stations<sup>75</sup> across nine zones, there was delay in setting up of QWA ranging from two to four years as of March 2023 for reasons such as Covid-19 (NFR), fund constraints (NFR), slow progress of work by contractor (NWR), shelving/shifting of work (SR) and non-availability of funds and improper planning at the estimation stage (WR).

### 5.2 En-route watering arrangement

(1) RB issued instructions (July 2009) that all trains need to be watered at an inter-distance of 200 - 250 km journey. Audit observed that several critical routes in South Central Railway (SCR) did not have adequate

<sup>72</sup> Letter No.1996/M(C)/141/77 dated 11 September 2017

<sup>73</sup> Identified in March 2019

<sup>74</sup> Column 5 and 6 of Table 5.1

<sup>75</sup> 1-CR, 1-ECR, 2-NFR, 2-NR, 1-NWR, 7-SCR, 12-SR and 2-WR (Total-28 Stations)

watering points for fulfilment of watering requirements. For instance, there were no watering facilities between the sections where the inter-distance span is more than 250 km, such as Katpadi Junction-Vijayawada Junction (559 Km), Renigunta Junction-Vijayawada Junction (450 Km).

Further, on scrutiny of complaints regarding water availability in coaches, it was observed that there was a lack of inter-zonal coordination. Many trains cross into the SCR zone without access to water, leading to a surge in passenger complaints that persist until the trains reach the next available watering point. This issue was particularly evident between the following locations:

- **At inter-zonal stations-** Balharshah to Secunderabad Junction, Balharshah to Vijayawada Junction, Wadi to Secunderabad Junction, Gudur Junction to Vijayawada Junction, Anakapalle to Vijayawada Junction, and Bellary Junction to Guntakal Junction.
- **At division level within SC Railway-** Secunderabad Junction to Guntur Junction, Secunderabad Junction to Hyderabad Decan, Renigunta Junction / Tirupati depot to Guntur Junction/ Vijayawada Junction and H Sahib Nanded to Hyderabad Decan.

SCR Administration stated (September 2023) that proposals for setting up of the watering facilities at most of the stations were under process.

(2) In June 2022, GM/WR raised concern to GM/NCR regarding scarcity/unavailability of water in its trains passing through four stations of NCR<sup>76</sup> resulting in increase in passenger complaints. Referring to GM/WR's letter, RB emphasised (July 2022) that watering arrangements should be ensured by the zones as per stipulated provision of watering of trains within 200-250 Km. RB also directed General Managers of all the zones to review the train links and their timings for adequate watering and accordingly make provision of adequate time for watering. Audit observed that en-route watering arrangements were provided only at Kanpur Central but not at two stations (Agra Fort and Khajuraho) of NCR as on March 2023.

### 5.2.1 Feedback survey of passengers

To assess the position of availability of water in long distance trains, Audit conducted a survey of selected six trains in each zone and obtained feedback from the passengers. Out of 2426 passengers surveyed over IR, 366 passengers (15 per cent) stated that they had experienced the situation of non-availability of water in toilets/ washbasins. The ratio of unsatisfied

<sup>76</sup> Prayagraj Cheoki (PCOI), Kanpur (CNB), Agra Fort (AF) and Khajurao (KURJ)

passengers ranged between 16 and 28 *per cent* in nine zones<sup>77</sup>. Passenger feedback regarding water availability is detailed in **Annexure 6**.

### 5.2.2 Analysis of Rail Madad complaints

Lack of water in toilets and washbasins not only causes severe inconvenience to passengers but also results in related issues like foul smell, choked toilets and unhygienic compartments. The condition in General Compartment Coaches is much worse than that in Sleeper and AC coaches as it goes unreported most of the time.

A total of 1,00,280 complaints<sup>78</sup> regarding non-availability of water in toilets and wash-basins in the coaches were reported over IR during 2022-23. The complaints related to non-availability of water were lowest in ER and SWR (2 *per cent*) and were on the higher side in NR (14 *per cent*), CR (12 *per cent*) and NCR (12 *per cent*).

In the above complaints, Service Level Allowance (SLA)<sup>79</sup> was breached in 33,937 cases (33.84 *per cent*) as the resolution got delayed beyond the expected timeline. This includes 8280 cases (24 *per cent*) where breach of SLA-2 were observed.

## 5.3 Conclusion

There was a delay in setting up of quick watering arrangements at 28 stations (26 *per cent*) ranging from two to four years for reasons such as Covid-19, fund constraints, shelving/shifting of work, slow progress of work by contractor, *etc.* Despite setting up of quick watering arrangements at intermediate stations, the surge of complaints related to availability of water was indicative of persistence of the problem in some of the zones.

## 5.4 Recommendations

**Ministry of Railways needs to -**

- i. Ensure availability of en-route watering arrangements particularly in long distance trains and at places where more complaints are reported; and***
- ii. Make provision for QWA at the remaining 28 stations in a time bound manner.***

<sup>77</sup> ECR -16 *per cent*, NFR, SR &WR-20 *per cent*, ER &SER- 21 *per cent*, NER-23 *per cent*, ECoR-27 *per cent* and SCR-28 *per cent*

<sup>78</sup> 44,030 (44 *per cent*) in AC classes (3<sup>rd</sup> Economy to 1st AC) and 56,250(56 *per cent*) in non-AC lasses (2S and SL).

<sup>79</sup> Based on the time taken to redress the complaints, the Rail Madad complaints over IR are further classified into; (a) No breach (resolved within two hours), (b) Service Level Allowance 1 (SLA-1) breach - two hours and less than five hours and (c) Service Level Allowance-2 (SLA-2) breach -more than five hours.



# **Chapter VI-**

## **Cleanliness of bio-toilets in long distance trains**

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## Chapter VI: Cleanliness of bio-toilets in long distance trains

### 6. Background

In October 2014, the Government of India launched 'Swachh Bharat Mission', a cleanliness drive with a target to make India 'Open Defecation Free' by 2019. IR aligned its initiative with the Swachh Bharat Mission and introduced eco-friendly toilets in passenger coaches to improve cleanliness and the image of IR.

RB has issued detailed instructions to all zones from time to time for proper monitoring, operation and maintenance of bio-toilets installed in passenger coaches. In May 2014, Research & Development Standard Organisation (RDSO) brought out guidelines on bio-tanks for IR. A compendium of instructions on bio-toilets by CAMTECH was issued in December 2015. RB further issued instructions (March 2018) for actions to be taken for proper functioning and maintenance of bio-toilets.

A Bio-toilet is a complete waste management solution which reduces solid human waste to biogas and water, with the help of a bacterial inoculum.

Bio-toilet disposes solid human waste in an eco-friendly, economical and hygienic manner. The residual water from bio-toilet is odourless and devoid of any solid particles, requiring no further treatment / waste management.

Toilets are extensively used by the passengers in long distance trains. Audit carried out a detailed survey in respect of 2,426 on-board passengers<sup>80</sup> in 96 selected trains<sup>81</sup>. The outcome of the feedback given by 2,377 passengers is mentioned in the following table:

**Table 6.1: Overall grading for cleanliness of toilets**

Grading by passengers	AC coaches	Sleeper/ 2 <sup>nd</sup> Seating	Total
Poor and Average	495 (34 per cent)	502 (54 per cent)	997 (42 per cent)
Good to Excellent	954 (66 per cent)	426 (46 per cent)	1380 (58 per cent)
Total number of responses	1449	928	2377

Source: Data of feedback survey conducted by Audit offices of the zones concerned

<sup>80</sup> Excluding 49 passengers who did not provide grading regarding cleanliness in toilets

<sup>81</sup> Six from each zone

The percentage of dissatisfaction amongst the surveyed passengers was higher (50 per cent and above) in five zones<sup>82</sup> and lower (below 10 per cent) in two zones<sup>83</sup>.

From the above data, it is observed that the position of bio-toilets is better in AC coaches compared to that in non-AC coaches. Non-observance of usage instructions in respect of bio-toilets was one of the reasons for higher percentage of toilets being dirty in non-AC coaches. Passenger feedback on cleanliness of toilets in trains are detailed in **Annexure 7**.

### 6.1 Rail Madad complaints related to toilets in trains

Test-check of Rail Madad complaints related to toilets in trains received during the year 2022-23 in respect of different zones was conducted in Audit. A total of 1,55,617 complaints regarding toilets were reported over IR during the year 2022-23.

Audit observed that the complaints related to cleaning of toilets were higher than 10 per cent in three zones (NFR, NR and WR). Out of 1,55,617 complaints, the breach of service level allowance<sup>84</sup> in Rail Madad complaints was found in 17,389 cases (11 per cent) as per details given below:

**Table 6.2: Breach of Service Level Allowance (SLA) in Rail Madad complaints**

Total no. of complaints with breach of SLA	SLA-1 (resolution in two to five hours)	SLA-2 (resolution in more than five hours)
17,389 (11 per cent)	13,330 (9 per cent)	4,059 (2 per cent)

Source: Data collected from the Rail Madad portal of IR

The breach of SLA was found to be higher (greater than 20 per cent) in three zones<sup>85</sup> and lower (less than 5 per cent) in three zones (ER, NR and WR). In the remaining 10 zones<sup>86</sup>, the breach ranged between 5 and 16 per cent.

<sup>82</sup> ECoR, ER, NER, SECR and SWR

<sup>83</sup> NCR and NR

<sup>84</sup> Breach of Service Level Allowance occurs when a complaint is not resolved within two hours. It is further categorised as SLA-1 (where resolution is done in two to five hours) and SLA-2 (resolution in more than five hours)

<sup>85</sup> WCR (27 per cent of SLA-1 and 11 per cent of SLA-2), NR (20 per cent of SLA-1 and 6 per cent of SLA-2) and SCR (16 per cent of SLA-1 & 5 per cent of SLA-2)

<sup>86</sup> NCR (16 per cent), CR, ECoR & SR (12 per cent each), NFR & SER (11 per cent), SECR (9 per cent), NWR (8 per cent) and SWR and ECR (6 per cent each)

## 6.2 Compliance to recommendations of the Railway Convention Committee

The Railway Convention Committee observed (2014) that though retrofitment of bio-toilets is a laudable exercise as it is environment friendly, these toilets are beset with problems such as choking, foul smell and overflow of human discharge, etc. The Committee referred to a written reply of MoR wherein it was submitted that awareness of passengers regarding maintaining cleanliness in the coaches and proper use of bio-toilets needs to be improved. MoR also stated that involving and interacting with passengers on a regular basis and extensively in Swachh campaigns, awareness campaigns in the print/electronic media, display of bio-toilet models at Railway stations and stickers in coaches to explain the mechanism and 'DOs and DON'Ts' regarding bio-toilets are some ways to overcome these constraints. In their Action Taken Note on Audit Report No.36 of 2017 (Railways) regarding induction of bio-toilets in passenger coaches, MoR stated (July 2020) that necessary measures were taken for developing passenger awareness about DOs and DON'Ts.

On review of records pertaining to maintenance of bio-toilets in the 32 selected Coaching Depots, Audit observed that:

- Passenger awareness programmes/drives were conducted by 12 Coaching Depots<sup>87</sup> (38 per cent) of nine zones during the period from 2020-21 to 2022-23. Out of these, in four Depots NWR (JP), SECR (Durg), SCR (SC) and WR (INDB), the details of awareness drives were not available on record.
- In three other Depots<sup>88</sup>, records regarding awareness drive were not made available to Audit and in the remaining 18 Depots<sup>89</sup>, awareness drive was not conducted.

## 6.3 Conclusion

Non-observance of usage instructions in respect of bio-toilets was the main reason for dirty toilets in non-AC coaches. Various measures to create passenger awareness were identified by the Railway Administration in its response to the observations of the Railway Convention Committee.

<sup>87</sup> CR (LTT-3), ECR (RNCC-3 & DHN-2), NFR (GHY-2), NR (ASR-1), NWR (JP-3), SECR (Durg-3), SCR (SC-3), SWR (MYS-1 & YPR-1), WCR (JBP-1) and WR (IND-10)

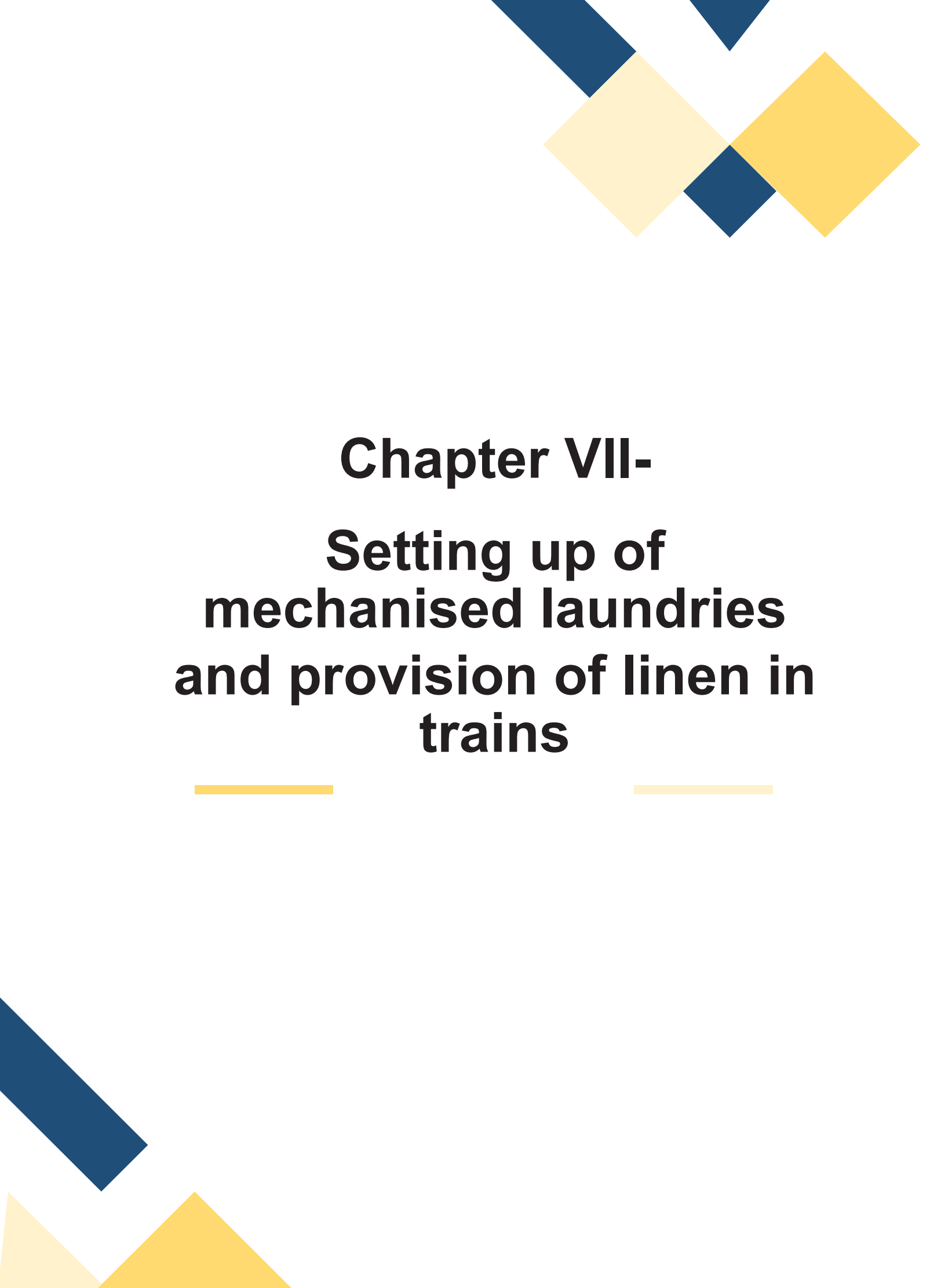
<sup>88</sup> NER(GKP) and SER(HTE)

<sup>89</sup> CR (Pune), ECoR (Puri and VSKP), ER (SDAH & TKPR), NCR (PRYJ & GWL), NER (BSB), NFR (DBRG), NR (NDLS), NWR (Madar), SCR (TPTY), SECR (Bilaspur), SER (Santragachi), SR (BBQ and TVC), WCR (KTT) and WR (BDTS).

There was, however, shortfall in passenger awareness programmes/drives.

#### **6.4 Recommendation**

***As choking and foul smell are mainly due to improper usage of the toilets by the passengers, special efforts need to be taken for developing passenger awareness on proper usage of the bio-toilets.***



**Chapter VII-**

**Setting up of  
mechanised laundries  
and provision of linen in  
trains**

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## Chapter VII: Setting up of mechanised laundries and provision of linen in trains

### 7. Background

Indian Railways (IR) runs 4,036 Mail/Express<sup>90</sup> trains daily. The coaching stock of IR comprises of 869 Air-Conditioned (AC) First-Class coaches (19,910 Berths), 4,090 AC Two-Tier Sleeper Coaches (2,07,722 Berths) and 13,495 AC Three-Tier Sleeper Coaches (9,39,195 Berths)<sup>91</sup>.

To provide clean, hygienic and good quality linen to all passengers traveling in AC classes, linens are to be washed in mechanised laundry. Linens are washed through outsourcing contracts in mechanised laundries outside Railway premises, laundries constructed under Build Own Operate Transfer (BOOT) model on Railway premises or departmental mechanised laundries on Railway premises.

In IR, out of 67 mechanised laundries commissioned till 31 March 2023, 19 laundries were set-up on BOOT basis in eight zones<sup>92</sup> and 48 laundries in 13 zones<sup>93</sup> are departmental laundries. Construction of 30 more mechanised laundries was under progress during the year 2022-23.

Out of the 67 commissioned mechanised laundries, 19 laundries (28 *per cent*) across eight zones were selected for review of their functioning in audit.

### 7.1 Functioning of mechanised laundries

#### 7.1.1 Inspection of washed linen by Railway Officials

RB prescribed<sup>94</sup> (January 2010) the level of inspection, percentage of random sample check and periodicity of check of washed linen. A test check of inspections conducted in the 19 selected laundries during the years 2018-19, 2019-20 and 2022-23 was conducted in audit. The years 2020-21 and 2021-22 being affected by Covid-19 Pandemic were excluded as linen was not being supplied in the trains during these years. The details of shortfall noticed in audit are given in the following table.

<sup>90</sup> Indian Railway Year Book 2022-23

<sup>91</sup> Indian Railway Annual Statistical Statement No. 10 for the year 2022-23.

<sup>92</sup> CR-2, ECoR-2, NWR-1, SCR-5, SECR-2, SR-3, SWR-2 and WR-2

<sup>93</sup> CR-1, ECR-2, NCR-2, NER-6, NFR-3, NR-8, NWR-4, SCR-2, SECR-1, SER-5, SWR-1, WCR-3 and WR-10

<sup>94</sup> RB's Letter No.2009/M(C)/165/6 dated.4 January 2010

**Table 7.1: Shortfall in conducting of Inspections**

Item	Level of inspection	Extent of check and periodicity	Range of shortfall			Inspection Reports not available
			2018-19	2019-20	2022-23	
At washing plant before dispatch of material	Assistant Scale Officer/ Sr. Supervisor/ SSE	Two <i>per cent</i> once in every quarter	75 to 100 <i>per cent</i> in five laundries	25 to 100 <i>per cent</i> in five laundries	25 to 100 <i>per cent</i> in five laundries	Three laundries
While receiving the washed Linen in the Depot	JA grade/ Branch Officer	Two <i>per cent</i> once in every quarter	100 <i>per cent</i> in six laundries	25 to 100 <i>per cent</i> in 13 laundries	25 to 100 <i>per cent</i> in 10 laundries	Two laundries
	Assistant Scale Officer/Sr. Scale Officer	Two <i>per cent</i> once in every month	17-100 <i>per cent</i> in seven laundries	25-100 <i>per cent</i> in six laundries	25 to 92 <i>per cent</i> in eight laundries	Four laundries
	Supervisor in-charge of Linen	Two <i>per cent</i> of every consignment received after washing	Shortfall in one laundry (Durg-SECR)	Shortfall in one laundry (Durg-SECR)	NIL	Two laundries
Inspection of plant and machinery of the washing contractor	Assistant Officer or Senior Scale Officer	Once in every six months	50-100 <i>per cent</i> in three laundries	100 <i>per cent</i> in two laundries	100 <i>per cent</i> in two laundries	Nine laundries

Source: Railway Board's Circular No.2009/M(C)/165/6 dated 4 January 2010

From the above table, it can be seen that there was shortfall of inspections in some of the laundries besides non-availability of inspection reports. Amongst the laundries in which the data was available, the inspections at the supervisory level were conducted as per the prescribed schedule at all locations except at Durg-SECR. However, there was shortfall in inspections at the level of Assistant Officer and above. Details



of inspections of mechanised laundries conducted by the Railway officials is given in **Annexure 8**.

### 7.1.2 Passenger feedback on quality of linen

Passenger satisfaction and feedback is one of the main components of monitoring the adequacy and quality of linen services. RB instructed (January 2011) that on-board staff should obtain feedback about the quality of linen in the lobby offices and complaints of passengers should be monitored to ensure customer satisfaction.

As per RB's directives, the contractor shall make arrangements for taking feedback in the prescribed forms available to the passengers through the departmental on-board AC Staff/AC Coach Attendants who shall obtain passenger feedback from at least five passengers per AC coach in each direction.

Audit observed that:

- Passenger feedback was not collected by the linen distribution staff in 13<sup>95</sup> out of the 19 selected laundries (70 per cent).
- In 11 laundries<sup>96</sup> out of the above 13 laundries, the provision for collection of passenger feedback by the linen distribution staff was not incorporated into the washing/distribution agreements. The penalty clause on the basis of passenger feedback regarding washed linen was also not incorporated in the contract. Therefore, the feedback from the passenger regarding the quality of washed linen was not being collected.
- In the remaining two<sup>97</sup> laundries, though the provision for collecting of feedback was incorporated in the washing/distribution contracts, the feedback was not obtained by the contractors.

### 7.1.3 Passenger feedback survey conducted by Audit

To assess the overall status of cleanliness inside the trains and for linen and blankets provided to passengers in AC coaches, Audit obtained feedback from 1,476 AC class passengers<sup>98</sup> (186 in First AC, 442 in 2<sup>nd</sup>

<sup>95</sup> (LTT)-CR, (Puri and VSKP)-ECoR, (SDAH)-ER, (GKP)-NER, (DBG)-NFR, (JAT)-NR, (JP)-NWR, (Durg)-SECR, (SRC)-SER, (JBP)-WCR, (KKF and ST)-WR

<sup>96</sup> (LTT)-CR, (VSKP)-ECoR, (SDAH)-ER, (GKP)-NER, (DBG)-NFR, (JAT)-NR, (JP)-NWR, (SRC)-SER, (JBP)-WCR, (KKF and ST) -WR

<sup>97</sup> (Puri)-ECoR and (Durg)-SECR

<sup>98</sup> 171 passengers did not provide grading for linen and 155 passengers did not provide grading for blankets

AC, 848 in 3<sup>rd</sup> AC) in the selected 106 trains A summary of the inputs received from the passengers is furnished below:

**Table 7.2: Summary of passenger feedback for quality of linen**

Rating	AC-I	AC-II	AC-III	Total
Total feedback obtained	147	393	765	1305
Poor and Average	18 (12 per cent)	81 (21 per cent)	172 (23 per cent)	271 (21 per cent)
Good to Excellent	129 (88 per cent)	312 (79 per cent)	593 (77 per cent)	1034 (79 per cent)

**Note:** First AC (AC-I), 2<sup>nd</sup> AC (AC-II), 3<sup>rd</sup> AC (AC-III)

**Source:** Passenger feedback survey conducted by Audit offices of the zones concerned

Out of 1,305 passengers surveyed<sup>99</sup>, in 271 cases, (21 per cent) the overall ratings of linen provided in AC coaches was 'Poor and average'. Regarding use of blankets provided in trains, in 400 cases (30 per cent) out of 1,321<sup>100</sup> surveyed, passengers opined that the blankets provided in the trains were not being washed properly.

The dissatisfaction on quality of linen was higher (greater than 20 per cent) in five<sup>101</sup> zones and lower (less than 10 per cent) in four<sup>102</sup> zones. In the remaining seven<sup>103</sup> zones, the dissatisfaction ranged from 11 per cent to 24 per cent.

The number of cases regarding blankets not found to be properly washed were higher (greater than 30 per cent) in six<sup>104</sup> zones. Incidentally, all these six zones had higher number of cases of passenger dissatisfaction compared to other zones as brought out above. Details of passenger feedback survey conducted by Audit in respect of quality of linen is given in **Annexures 9A** and **9B**.

## 7.2 Compliance to recommendations of the Railway Convention Committee

Ministry of Railways apprised (December 2018) the Railway Convention Committee that that the frequency of cleaning of blankets had been

<sup>99</sup> Out of 1476 passengers, 171 passengers refused to give feedback regarding quality of linen

<sup>100</sup> Out of 1476 passengers, 155 passengers refused to give feedback regarding quality of blankets

<sup>101</sup> ECR, ECoR, ER, NER and WR

<sup>102</sup> NR, NCR, SCR and SECR

<sup>103</sup> CR, NFR, NWR, SER, SR, SWR and WCR

<sup>104</sup> ECR, ECoR, ER, NER, WCR and WR

reduced from the present two months to 15 days. In March 2018<sup>105</sup>, RB had revised the frequency for cleaning of blankets to twice in a month subject to available capacity and logistics arrangements. In case of capacity constraints, washing should be done minimum once in a month.

Audit observed that dry-cleaning of the blankets was done only in 11 laundries<sup>106</sup> out of 19 selected mechanised laundries. Audit also observed that from 2021-22 onwards (after Covid 19 pandemic), the washing of blankets was being done once in a month in most of the selected laundries except at departmental laundry at ST-WR where the blankets were not being washed regularly.

Further, it was observed that three dry cleaning machines for blankets were procured at Tikiapara Coaching Depot (ER) in 2016 (one machine) and 2019 (two machines) at a cost of ₹45 lakh and were commissioned in 2017 and 2021 respectively. These new machines were not being used because the activity of cleaning of blankets using these machines was not brought within the scope of the existing cleaning contract of the Depot.

Blankets were being washed through a contract upto 2019-20. The washing of blankets was however, put on hold during Covid-19 pandemic (2020-21 and 2021-22). Subsequently, a separate contract was awarded in the year 2022. Therefore, despite commissioning of the machines, washing of blankets continued through a contractual agency incurring expenditure at the rate of ₹23.40 per blanket. This had resulted in avoidable expenditure of ₹10.81 lakh<sup>107</sup> towards washing of 56,325 blankets during 2022-23 when compared with the rate of ₹4.20 for dry cleaning of a blanket at the mechanised laundry of Sealdah Coaching Depot.

### 7.3 Analysis of Rail Madad complaints

The data of the Rail Madad complaints during 2022-23 in respect of linen services were analysed. Audit observed that there were overall 26,144 complaints<sup>108</sup> related to dirty/torn Bedroll/Linen. The complaints were higher (greater than 10 per cent) in four zones<sup>109</sup> and lower (below five per

<sup>105</sup> Letter No.2016/EnHM/26/13 dated 8 March 2018

<sup>106</sup> RNCC-ECR, Puri-ECoR, SDAH & TKPR -ER, PRYJ-NCR, GKP-NER, DBRG-NFR, Durg-SECR, Santragachi-SER, SBC-SWR and JBP-WCR

<sup>107</sup> 56,325 x (₹23.40 - ₹4.20)

<sup>108</sup> This includes only dirty and torn linen and excludes other bedroll complaints such as "Not provided", "Not available", etc.

<sup>109</sup> ECR, NER, NWR and WR



cent) in six<sup>110</sup> zones. In the remaining six zones, the complaints regarding dirty/torn linen ranged between five and nine per cent of the total Rail Madad complaints. Further, a breach of Service Level Allowance-1 was noticed in 8,411 cases (32 per cent) of these complaints.

Audit further observed that the instances of Rail Madad complaints were comparatively less in the zones where feedback was being obtained by the linen distribution contractors as brought out in Para 7.1.2 above.


**7.4 Joint inspections of mechanised laundries**

To review the functioning of the mechanised laundries, joint inspections of the 19 selected mechanised laundries across the zones were conducted along with Railway officials of the linked Coaching Depots. In the process, deficiencies were noticed in some of the laundries, details of which are tabulated below:

**Table 7.3: Findings during Joint Inspections**

Observations	Location of Mechanised Laundry
Effluent treatment plant for treatment of used water before discharging it in the drainage was not provided or functioning.	COA(SCR), JP(NWR) and ST (WR)
Area inside the laundry premises was found dirty and condition of flooring was damaged/not good.	COA(SCR), JBP(WCR) and ST(WR)
Temperature in the area where sorting of linen/washing activities were carried out was beyond the comfort level due to non-provision of exhaust.	COA (SCR)
	
Linen which had outlived their codal life and awaiting condemnation were piled up in the laundry due to space constraint.	Outlived linen-Kochuveli (SR) Kochuveli-TVC (SR), JAT-NR, JP (NWR), ST (WR)

<sup>110</sup> CR, NCR, SECR, SR, SWR and WCR

Observations	Location of Mechanised Laundry
Washed linen was packed in coloured clothes instead of waterproof canvas bags. AMC for machinery in the BOOT laundry was not executed and Insurance policy for the Boot Laundry was not renewed	COA (SCR)
The date of manufacturing of hand towels were neither indicated nor tagged on the towels	BBQ (SR), Kochuveli-TVC (SR)
	
Linen for delivery in trains in unpacked condition-Kochuveli (SR)	
Washed linen was supplied in unpacked condition. The contract which was awarded in 2014 did not have provision for use of eco-friendly bags. Moreover, linen which had outlived its codal life were in use.	Kochuveli-TVC (SR)
Eco-friendly fuel was not used in violation of the contract conditions.	JP (NWR)
Misuse/spillage of food by the passengers and improper handling of linen by the AC Coach attendants resulted in premature rejection of linen items valuing ₹3.39 crore over a short period of seven months .	KKF(WR)

Source: Joint inspection with Railway officials

### 7.5 Best practices

During the joint inspection, Audit observed that BOOT Laundry at Kankaria Depot of WR had been operating in an economical, effective and environment friendly manner. The laundry uses a high efficiency thermic fluid heater. Closed loop circulation of hot oil is done for efficient drying of linen at the ironers.



It is an environmentally safe operation through use of bio-fuel for firing which ensures low emission level with manual dust collection and ash disposal. The ash can also be used as manure for farming.



The plant makes use of ground water which is first treated by machines to reduce its hardness to acceptable levels. Raw water is treated with reverse osmosis (RO) for sparkling whiteness of linen. After washing of the linen the used water is treated in the

Effluent treatment Plant in compliance to the Gujarat Pollution Control Board norms before its discharge into the drains.

The above activities if replicated at other places can help the Railway Administration in achieving the benefits of mechanised cleaning in an environment friendly manner.

During the exit conference, Ministry of Railways stated (August 2024) that efforts would be made to replicate the practices adopted by the mechanised laundry at Kankaria Depot of WR. Regarding use of bio-fuel, Ministry stated that some of the State Pollution Control Boards did not support the use of such fuel.

### 7.6 Conclusion

In most of the mechanised laundries the provision for obtaining feedback from passengers regarding the quality of linen supplied was not enforced upon the linen distribution contractors. Rail Madad complaints were comparatively less in the zones where feedback was being obtained by the linen distribution contractors.

## 7.7 Recommendations

**Ministry of Railways needs to –**

- i. Ensure mandatory collection of passenger feedback by the linen distribution contractors.**
- ii. Prescribe inspections including surprise inspection of laundry and linen by Railway officers to ensure quality control.**
- iii. Implement the good practices adopted for linen management across zones.**

New Delhi

Dated: 06 August 2025



(PRAVIR PANDEY)

Addl. Deputy Comptroller and Auditor General

Countersigned

New Delhi

Dated: 07 August 2025



(K. SANJAY MURTHY)

Comptroller and Auditor General of India







# Appendix





## Appendix A: Utilisation of funds in Zones

## Reference Paragraph 2.1

(figures in brackets indicate percentage)

Year	Expenditure more than the revised budget grant	Expenditure between 95 and 100 per cent of revised budget grant	Expenditure below 95 per cent of revised budget grant
2018-19	NR (104.09), ECoR (106.84) and WR (124.17)	CR (96.62), NER (95.86) and SCR (95.73)	ECR(62.91), ER (93.47), NCR(88.26), NFR(88.40), NWR(84.27), SECR(93.57), SER(84.63), SR(84.82), SWR(87.89) and WCR(73.66)
2019-20	ECR(109.82), ECoR(109.98), NCR(126.15), NER(117.81), NFR(104.10), NR(105.66), NWR(101.77), SCR(104.03), SECR(109.95), SR(101.79) and WR(118.47)	NIL	CR(83.32), ER(90.74), SER(82.78), SWR(94.14) and WCR(90..02)
2020-21	ECR(112.46), NCR(102.24), NER(111.95), NFR(114.94) NR(128.97), NWR(115.84), SR(100.47) and WR(104.53)	NIL	CR(79.63), ECoR(82.22), ER(79.56), SCR(69.71), SECR(66.08), SER(93.08), SWR(83.89) and WCR(74.65)
2021-22	ER (108.00), NCR(140.66), NER(103.28), NFR(103), SECR(100.94) and WR(101.55)	CR(95.16), ECR(99.23), ECoR(97.97), SER(96.65) and SR(95.98)	NR(92.42), NWR(74.84), SCR(91.66), SWR(91.53) and WCR(71.77)
2022-23 Linen Management	NER(144.52), SCR(105.54), SER(107.46), WCR(102.11) and WR(125.83)	NIL	CR(73.23), ECR(59.94), ECoR(46.86), ER(76.08), NCR(36.47), NFR(0.43), NR(67.86), NWR(92.60), SECR(25.23), SR(49.85) and SWR(61.71)

Year	Expenditure more than the revised budget grant	Expenditure between 95 and 100 per cent of revised budget grant	Expenditure below 95 per cent of revised budget grant
2022-23 Coach Sanitation	CR(122.73), ECR(127.64), ECoR(113.81), ER(129.09), NCR(146.75), NER(107.23), NFR(136.28), NR(124.81), NWR(105.87), SCR(104.36), SECR(113.17), SER(118.89), SR(120.81), SWR(102.22), WCR(107.31) and WR(136.67)	NIL	NIL



# Annexures





Annexure-1 Check of OBHS Feedback Form (Last week of March - 2023) (Reference: Paragraph- 4.2.2)									
Sr. No.	Zone	No of Trains	No of Feedbacks	No. of PNRs which have been duplicated	Total duplicate entries of PNR numbers	Total mobile numbers which have been duplicated	Total duplicate entries of mobile numbers		
1	Central Railway	6	191	0	0	0	0		
2	East Central Railway	6	707	9	18	12	29		
3	Eastern Railway	6	603	9	19	0	0		
4	North Central Railway	12	24	0	0	0	0		
5	North Eastern Railway	4	143	18	41	0	0		
6	Northeast Frontier Railway	4	209	9	18	0	0		
7	Northern Railway	4	468	21	45	20	56		
8	North Western Railway	5	581	20	48	0	0		
9	South Central Railway	6	815	11	22	0	0		
10	South East Central Railway	6	972	61	129	0	0		
11	South Eastern Railway	5	413	17	36	0	0		
12	Southern Railway	2	60	1	2	0	0		
13	South Western Railway	4	204	2	4	0	0		
14	West Central Railway	4	184	14	40	0	0		
15	Western Railway	32	4984	310	1017	326	2895		
	<b>Grand Total</b>	<b>106</b>	<b>10558</b>	<b>502</b>	<b>1439</b>	<b>358</b>	<b>2980</b>		

Annexure-2																	
Result of feedback survey of OBHS Staff conducted by Audit (Reference: Paragraph- 4.2.4)																	
Query-1: Is resting facility available after termination of the train?																	
Particular	CR	ECoR	ECR	ER	NCR	NER	NFR	NR	NWR	SCR	SECR	SER	SR	SWR	WCR	WR	Grand Total
Never Available	14	3	14	21	7	23	39	0	7	12	0	7	5	10	14	2	178
Occasionally available	2	1	1	0	0	2	2	0	0	0	2	0	0	0	4	0	14
Yes	7	11	2	0	13	0	1	8	14	6	23	26	5	10	1	9	136
<b>Grand Total</b>	<b>23</b>	<b>15</b>	<b>17</b>	<b>21</b>	<b>20</b>	<b>25</b>	<b>42</b>	<b>8</b>	<b>21</b>	<b>18</b>	<b>25</b>	<b>33</b>	<b>10</b>	<b>20</b>	<b>19</b>	<b>11</b>	<b>328</b>

Annexure-2																	
Query-2: Is seating/ sleeping arrangement available for OBHS Workers in the train?																	
Particular	CR	ECoR	ECR	ER	NCR	NER	NFR	NR	NWR	SCR	SECR	SER	SR	SWR	WCR	WR	Grand Total
Never Available	4	2	9	5	0	8	2	6	0	3	1	7	5	2	11	3	68
No, Currently not available	8	3	3	8	4	12	38	0	17	0	3	4	0	8	8	6	122
Occasionally available	4	0	0	0	1	0	0	0	0	4	0	7	0	2	0	1	19
Yes, Always	7	10	5	7	15	5	2	0	4	11	21	15	5	8	0	1	116
Blank	0	0	0	1	0	0	0	2	0	0	0	0	0	0	0	0	3
<b>Grand Total</b>	<b>23</b>	<b>15</b>	<b>17</b>	<b>21</b>	<b>20</b>	<b>25</b>	<b>42</b>	<b>8</b>	<b>21</b>	<b>18</b>	<b>25</b>	<b>33</b>	<b>10</b>	<b>20</b>	<b>19</b>	<b>11</b>	<b>328</b>



Annexure-3 Summary of Passenger Feedback (Reference: Paragraph- 4.2.4)										
Zonal position of overall grading for cleanliness inside the coaches										
Sr. No.	Zone	Excellent	Very Good	Good	Average	Poor	Blank	Grand Total		
1	Central Railway	10	20	81	21	0	0	132		
2	East Central Railway	9	31	93	54	10	0	197		
3	East Coast Railway	5	16	48	42	24	0	135		
4	Eastern Railway	24	45	70	42	75	9	265		
5	North Central Railway	1	13	105	4	0	1	124		
6	North Eastern Railway	5	11	53	32	33	24	158		
7	North Western Railway	9	39	56	23	1	1	129		
8	Northeast Frontier Railway	1	21	88	21	20	1	152		
9	Northern Railway	16	59	39	5	0	0	119		
10	South Central Railway	9	18	113	14	15	0	169		
11	South East Central Railway	0	0	92	44	5	0	141		

Annexure-3 Summary of Passenger Feedback (Reference: Paragraph- 4.2.4)									
Zonal position of overall grading for cleanliness inside the coaches									
Sr. No.	Zone	Excellent	Very Good	Good	Average	Poor	Blank	Grand Total	
12	South Eastern Railway	9	16	58	32	17	8	140	
13	South Western Railway	8	30	64	39	17	11	169	
14	Southern Railway	9	35	60	22	9	0	135	
15	West Central Railway	9	29	57	27	1	5	128	
16	Western Railway	1	14	64	36	15	3	133	
	<b>Grand Total</b>	<b>125</b>	<b>397</b>	<b>1141</b>	<b>458</b>	<b>242</b>	<b>63</b>	<b>2426</b>	

Class-wise overall Grading of Cleanliness inside the coaches over Indian Railways									
Sr. No.	Class Type	Excellent	Very Good	Good	Average	Poor	Blank	Grand Total	
1	First AC	27	39	95	20	5	0	186	
2	Second AC	30	88	219	81	19	5	442	
3	Third AC	47	153	419	150	62	17	848	
4	Sleeper	16	85	364	200	150	16	831	
5	2S/2nd Sitting	5	32	44	7	6	25	119	
	<b>Grand Total</b>	<b>125</b>	<b>397</b>	<b>1141</b>	<b>458</b>	<b>242</b>	<b>63</b>	<b>2426</b>	

Annexure-4 Details of instances of deficiencies in contracts and penalties recovered (Reference: Paragraph- 4.2.5)												
Sr. No.	Zone	No of contracts involved	Executive House Keeper (EHK) Unqualified		Non utilisation of specified cleaning agents		Shortfall of manpower		Non utilisation of specified machinery		Passenger complaints on Rail Madad	
			No. of times penalty imposed	Total amount	No. of times penalty imposed	Total amount	No. of times penalty imposed	Total amount	No. of times penalty imposed	Total amount	No. of times penalty imposed	Total amount
1	Central Railway	2	0	0	1387	138700	2795	2586743	1617	644547	674	337150
2	East Central Railway	2	0	0	1	5900	833	11796450	305	249540	3834	2311000
3	East Coast Railway	3	0	0	412	2611900	0	1652379	0	0	1175	1878000
4	Eastern Railway	4	312	156000	38	26036	296	1847684	23	249750	2085	2623000
5	Northern Railway	5	58	58000	341	345295	1660	4052900	0	0	2702	2611000
6	North Central Railway	3	0	0	172	231583	193	578282	46	57300	1070	224100
7	North Eastern Railway	5	0	0	2198	1871900	7592	18217279	8343	1677100	4259	1378285
8	Northeast Frontier Railway	3	0	0	504	175289	429	662734	0	0	2711	14340648
9	North Western Railway	3	0	0	0	0	1347	2483653	0	0	1068	1129000

Annexure-4 Details of instances of deficiencies in contracts and penalties recovered (Reference: Paragraph- 4.2.5)												
Sr. No.	Zone	No of contracts involved	Executive House Keeper (EHK) Unqualified		Non utilisation of specified cleaning agents		Shortfall of manpower		Non utilisation of specified machinery		Passenger complaints on Rail Madad	
			No of times penalty imposed	Total amount	No of times penalty imposed	Total amount	No of times penalty imposed	Total amount	No of times penalty imposed	Total amount	No of times penalty imposed	Total amount
10	Southern Railway	4	65	65000	8449	1402263	1605	5558469	0	0	2013	2256168
11	South Central Railway	10	0	0	0	0	380	2253819	0	0	2265	1670300
12	South East Central Railway	2	0	0	347	374075	1285	3226675	0	0	673	673000
13	South Eastern Railway	14	0	0	4794	2620715	3979	8936312	6345	614257	5088	6648728
14	South Western Railway	2	0	0	2911	524200	1199	1002600	0	0	1127	1127000
15	West Central Railway	4	0	0	121	341281	1028	1633169	0	0	1554	190900
16	Western Railway	7	648	648000	0	0	5492	12538472	9681	2131900	9198	10630500
<b>Grand Total</b>		<b>73</b>	<b>1083</b>	<b>927000</b>	<b>21675</b>	<b>10669137</b>	<b>30113</b>	<b>79027620</b>	<b>26360</b>	<b>5624394</b>	<b>41496</b>	<b>50028779</b>

Annexure-5																		
Summarisation of complaints of pest/rodent in Rail Madad in Indian Railways for 2022-23 (Reference: Paragraph- 4.4.1)																		
Sr. No.	Particulars	CR	ECoR	ECR	ER	NCR	NER	NFR	NR	NWR	SCR	SECR	SER	SR	SWR	WCR	WR	Grand Total
1	1A+EA+EC+EV	13	36	9	13	1	16	7	21	4	2	51	26	16	45	9	31	300
2	2A	167	104	241	124	23	170	143	153	45	26	256	77	235	221	9	300	2294
3	3A+3E+CC	528	514	860	418	91	1121	536	608	153	133	1117	308	990	568	235	1070	9250
4	SL	293	113	306	125	32	138	78	137	25	37	510	49	431	503	35	254	3066
5	2S	5	1	14	6		1	5	8		2	5	2	23	22	5	19	118
	<b>Grand Total</b>	<b>1006</b>	<b>768</b>	<b>1430</b>	<b>686</b>	<b>147</b>	<b>1446</b>	<b>769</b>	<b>927</b>	<b>227</b>	<b>200</b>	<b>1939</b>	<b>462</b>	<b>1695</b>	<b>1359</b>	<b>293</b>	<b>1674</b>	<b>15028</b>
	<b>In percentage</b>	<b>7</b>	<b>5</b>	<b>10</b>	<b>5</b>	<b>1</b>	<b>10</b>	<b>5</b>	<b>6</b>	<b>2</b>	<b>1</b>	<b>13</b>	<b>3</b>	<b>11</b>	<b>9</b>	<b>2</b>	<b>11</b>	<b>100</b>

Annexure-6 Passenger Feedback Survey-Water availability (Reference Paragraph- 5.2.1)						
Sr. No.	Zones	No	Yes	(blank)	Grand Total	Per cent
1	Central Railway	5	127	0	132	4
2	East Central Railway	31	166	0	197	16
3	East Coast Railway	36	98	1	135	27
4	Eastern Railway	55	201	9	265	21
5	North Central Railway	0	124	0	124	0
6	North Eastern Railway	37	119	2	158	23
7	North Western Railway	10	118	1	129	8
8	Northeast Frontier Railway	31	120	1	152	20
9	Northern Railway	3	116	0	119	3
10	South Central Railway	48	120	1	169	28
11	South East Central Railway	2	139	0	141	1
12	South Eastern Railway	29	103	8	140	21
13	South Western Railway	22	146	1	169	13
14	Southern Railway	27	107	1	135	20
15	West Central Railway	4	123	1	128	3
16	Western Railway	26	106	1	133	20
	<b>Grand Total</b>	<b>366</b>	<b>2033</b>	<b>27</b>	<b>2426</b>	

Annexure-7 Passenger Feedback Survey on cleanliness inside the Train toilets (Reference: Paragraph No. 6.0)												
Sr. No.	Zone	Excellent	Very Good	Good	Average	Poor	Blank	Grand Total	Poor + Average	Percentage of Dissatisfaction		
1	Central Railway	8	5	80	38	1	0	132	39	29.55		
2	East Central Railway	8	18	71	67	30	3	197	97	49.24		
3	East Coast Railway	6	7	40	52	30	0	135	82	60.74		
4	Eastern Railway	15	36	64	62	75	13	265	137	51.70		
5	North Central Railway	3	14	101	6	0	0	124	6	4.84		
6	North Eastern Railway	3	10	39	36	51	19	158	87	55.06		
7	North Western Railway	8	26	55	34	5	1	129	39	30.23		
8	Northeast Frontier Railway		6	74	32	39	1	152	71	46.71		
9	Northern Railway	19	43	48	8	1	0	119	9	7.56		
10	South Central Railway	3	9	79	52	26	0	169	78	46.15		
11	South East Central Railway		0	71	59	11	0	141	70	49.65		
12	South Eastern Railway	3	18	48	35	25	11	140	60	42.86		
13	South Western Railway	1	19	63	59	27	0	169	86	50.89		

Annexure-7 Passenger Feedback Survey on cleanliness inside the Train toilets (Reference: Paragraph No.- 6.0)										
Sr. No.	Zone	Excellent	Very Good	Good	Average	Poor	Blank	Grand Total	Poor + Average	Percentage of Dissatisfaction
14	Southern Railway	6	41	48	26	14	0	135	40	29.63
15	West Central Railway	10	31	51	29	7	0	128	36	28.13
16	Western Railway	1	15	56	32	28	1	133	60	45.11
	<b>Grand Total</b>	<b>94</b>	<b>298</b>	<b>988</b>	<b>627</b>	<b>370</b>	<b>49</b>	<b>2,426</b>	<b>997</b>	<b>41.10</b>

Class-wise	Excellent	Very Good	Good	Average	Poor	Blank	Grand Total	Poor and Average
First AC	24	32	83	31	15	1	185	495
Second AC	22	68	205	102	39	6	436	
Third AC	33	120	367	204	104	20	828	
<b>Total</b>	<b>79</b>	<b>220</b>	<b>655</b>	<b>337</b>	<b>158</b>	<b>27</b>	<b>1476</b>	<b>33.54 (in per cent)</b>

Sleeper	10	56	286	262	197	20	811	502
2S/2nd Sitting	5	22	47	28	15	2	117	
<b>Total</b>	<b>15</b>	<b>78</b>	<b>333</b>	<b>290</b>	<b>212</b>	<b>22</b>	<b>950</b>	<b>52.84 (in per cent)</b>

<b>Grand Total</b>	<b>94</b>	<b>298</b>	<b>988</b>	<b>627</b>	<b>370</b>	<b>49</b>	<b>2426</b>	<b>997</b>
								<b>41.10 (in per cent)</b>



Annexure-8 Details of Inspection of Mechanised Laundries (Reference: Paragraph No. 7.1.1)								
Sr. No.	Item	Level of inspection	Percentage random sample check	Periodicity	Laundries where not complied (shortfall)			Reports not made available to Audit
					2018-19	2019-20	2022-23	
1	Inspection at washing plant before dispatch of material	Assistant scale officer/ Sr. Supervisor /SSE	2	Once in every quarter (4)	<b>Five laundries</b> 1. PRYJ NCR (4) 2. JAT NR (4) 3. JP-NWR (3) - 4. DURG-SECR (4) 5. SBC-SWR (3) (75% to 100%)	<b>Five laundries</b> 1. PRYJ NCR (04) 2. JAT NR (1) 3. JP NWR (1) 4. DURG SECR (4) 5. SBC SWR (1) (25% to 100%)	<b>Five laundries</b> 1. LTT CR (1) 2. PRYJ NCR(4) 3. JAT-NR (2) 4. JP NWR (1) 5. CCT SCR(1) (25% to 100%)	<b>Three laundries</b> 1. SDAH-ER 2. TKPR-ER 3. TVC-SR
2	Inspection while receiving the washed Linen in the depot	JA grade/ Branch Officer	2	Once in every quarter (4)	<b>Six laundries</b> 1. CR LTT (4) 2. ER SDAH (4) 3. NCR PRYJ (4) 4. NR BSB (4) 5. SECR DURG (4) 6. KAKINADA-SCR(4)  All 100%	<b>Thirteen laundries</b> 1. LTT CR (3) 2. SDAH ER (2) 3. VSKP ECOR(4) 4. PRYJ-NCR (4) 5. GKP-NER (4) 6. JAT-NR (2) 7. BSB-NR (4) 8. JP-NWR (1) 9. CCT-SCR (4) 10. Durg-SECR (4) 11. SRC-SER 12. TVC-SR (4) 13. JBP-WCR (4) (25% to 100%)	<b>Ten laundries -</b> 1. LTT CR (2) 2. SDAH-ER (4) 3. TKPR ER (1) 4. VSKP-ECOR (1) 5. PRYJ-NCR (2) 6. GKP-NER (4) 7. JAT-NR (2) 8. LKO-NR (4) 9. JP-NWR (2) 10. CCT-SCR (4) (25% to 100%)	<b>Two laundries-</b> 1. SDAH-ER 2. DBRG-NFR

Annexure-8 Details of Inspection of Mechanised Laundries (Reference: Paragraph No. 7.1.1)								
Sr. No.	Item	Level of inspection	Percentage random sample check	Periodicity	Laundries where not complied (shortfall)			Reports not made available to Audit
					2018-19	2019-20	2022-23	
3	Inspection while receiving the washed Linen in the depot	JA grade/ Branch Officer	2	Once in every quarter (4)	<b>Six laundries 1.</b> CR LTT (4 ) 2. ER SDAH (4) 3. NCR PRYJ (4) 4. NR BSB (4) 5. SECR DURG (4) 6. CCT-SCR(4)  All 100%	<b>Thirteen laundries</b> 1. LTTCR (3) 2. SDAH ER (2) 3. VSKP ECOR(4) 4. PRYJ-NCR (4) 5. GKP-NER (4) 6. JAT-NR (2) 7. BSB-NR (4) 8. JP-NWR (1) 9. CCT-SCR (4) 10. Durg-SECR (4) 11. SRC-SER (4) 12. TVC-SR (4) 13. JBP-WCR (4) (25% to 100%)	<b>Ten laundries</b> 1. LTT CR (2) 2. SDAH-ER (4) 3. TKPR ER (1) 4. VSKP-ECOR (1) 5. PRYJ-NCR (2) 6. GKP-NER (4) 7. JAT-NR (2) 8. LKO-NR (4) 9. JP-NWR (2) 10. CCT-SCR (4)  (25% to 100%)	<b>Two laundries</b> 1. SDAH -ER 2. DBRG-NFR

Annexure-8 Details of Inspection of Mechanised Laundries (Reference: Paragraph No. 7.1.1)								
Laundries where not complied (shortfall)	Item	Level of inspection	Percentage random sample check	Periodicity	Laundries where not complied (shortfall)			Reports not made available to Audit
					2018-19	2019-20	2022-23	
4	Inspection while receiving the washed Linen in the depot	Assistant scale officer/ Sr.Scale Officer	2	Once in every month (12)	<b>Seven laundries</b> 1. JAT-NR (12) - 2. Durg-SEC (12) 3. TKPR-ER (12) 4. BBQ-SR (10) 5. SBC-SWR (11) 6. CCT-SCR( 2) 7. JP-NWR (06) (17% to 100%)	<b>Six laundries</b> 1. TKPR-ER (12) 2. Durg-SECR (12) 3. BBQ-SR (11) 4 SBC-SWR(3) 5. CCT-SCR (7) 6. JP-NWR (7) (25% to 100%)	<b>Eight laundries</b> 1. SDAH-ER (09) 2. TKPR-ER (6) 3. LTT-CR (5) 4. JAT-NR(11) - 92% 5. BBQ-SR (11) 6. SBC-SWR (3) 7. CCT-SCR (3) - 25% 8. JP-NWR (5) (25% to 100%)	<b>Four laundries</b> 1. LTT CR 2. TKPR-ER 3. Dibrugarh-NFR 4. TVC-SR
4	Inspection while receiving the washed Linen in the depot	Supervisor in-charge of Linen/ Section Engineer	2	Every consignment received after washing and cleaning	<b>One laundry</b> Durg-SECR	<b>One laundry</b> Durg-SECR	Nil	<b>Two laundries</b> Dibrugarh-NFR & TVC-SR

Annexure-8 Details of Inspection of Mechanised Laundries (Reference: Paragraph No. 7.1.1)								
Laundries where not complied (shortfall)	Item	Level of inspection	Percentage random sample check	Periodicity	Laundries where not complied (shortfall)			Reports not made available to Audit
					2018-19	2019-20	2022-23	
5	Inspection of plant and machinery of the washing contractor	Assistant Officer or Senior Scale Officer	Once in every six months - 02 per year	Complying procedure/ use of automatic plants and equipment etc.	<b>Three laundries</b> 1. SDAH-ER (2) 2. TKPR-ER (2) 3. JP-NWR (1) (50% to 100%)	<b>Two laundries</b> 1. SDAH-ER (2) 2. TKPR-ER (2) All 100%	<b>Two laundries</b> 1. SDAH-ER (2) 2. TKPR-ER (2) All 100%	<b>Nine laundries (09)</b> 1. JAT-NR 2. SDAH-ER 3. TKPR-ER 4. Durg-SECR 5. BBQ-SR 6. TVC-SR 7. JBP-WCR 8. KKF-WR 9. DBRG-NFR

Annexure-9A Passenger Feedback survey for washing of linen (Reference Paragraph- 7.1.3)										
Overall grading for the quality of linen provided to passengers – Zone wise										
Sr. No.	Zone	Excellent	Very Good	Good	Average	Poor	(blank)	Grand Total	Total of poor and Average	
1	Central Railway	1	5	40	8	0	20	74	8	
2	East Central Railway	8	25	66	28	4	0	131	32	
3	East Coast Railway	3	3	26	19	24	10	85	43	
4	Eastern Railway	13	27	50	31	26	17	164	57	
5	North Central Railway	2	8	59	1	0	0	70	1	
6	North Eastern Railway	6	13	38	13	8	7	85	21	
7	North Western Railway	4	14	26	12	2	18	76	14	
8	Northeast Frontier Railway	0	15	49	7	6	20	97	13	
9	Northern Railway	20	32	16	0	0	11	79	0	
10	South Central Railway	8	23	52	5	0	29	117	5	
11	South East Central Railway	1	9	64	7	0	0	81	7	

Annexure-9A Passenger Feedback survey for washing of linen (Reference Paragraph- 7.1.3)										
Overall grading for the quality of linen provided to passengers – Zone-wise										
Sr. No.	Zone	Excellent	Very Good	Good	Average	Poor	Blank	Grand Total	Total of poor and Average	
12	South Eastern Railway	8	15	42	15	4	14	98	19	
13	South Western Railway	10	21	54	8	3	2	98	11	
14	Southern Railway	1	22	20	7	2	22	74	9	
15	West Central Railway	5	23	32	14	0	0	74	14	
16	Western Railway	1	28	26	7	10	1	73	17	
	<b>Grand Total</b>	<b>91</b>	<b>283</b>	<b>660</b>	<b>182</b>	<b>89</b>	<b>171</b>	<b>1476</b>	<b>271</b>	

Overall grading for the quality of linen provided to passengers – Class-wise										
Sr. No.	Zone	Excellent	Very Good	Good	Average	Poor	Blank	Grand Total	Excluding blank	
1	<b>First AC</b>	16	36	77	9	9	39	186	147	
2	<b>Second AC</b>	25	91	196	58	23	49	442	393	
3	<b>Third AC</b>	50	156	387	115	57	83	848	765	
	<b>Grand Total</b>	<b>91</b>	<b>283</b>	<b>660</b>	<b>182</b>	<b>89</b>	<b>171</b>	<b>1476</b>	<b>1305</b>	

Annexure-9 B Passenger Feedback survey for washing of blankets (Reference Paragraph- 7.1.3)							
Summary of "Do you feel that blankets are properly washed?" Zone-wise							
Sr. No.	Zone	Yes	No	Blank	Grand Total	Total Yes + No	Percentage of 'NO' responses
1	Central Railway	38	16	20	74	54	29.6
2	East Central Railway	72	59	nil	131	131	45.0
3	East Coast Railway	28	46	11	85	74	62.2
4	Eastern Railway	109	48	7	164	157	30.6
5	North Central Railway	62	8	nil	70	70	11.4
6	North Eastern Railway	58	25	2	85	83	30.1
7	North Western Railway	42	16	18	76	58	27.6
8	Northeast Frontier Railway	57	18	22	97	75	24.0
9	Northern Railway	54	14	11	79	68	20.6
10	South Central Railway	83	4	30	117	87	4.6
11	South East Central Railway	65	16	nil	81	81	19.8

Annexure-9 B Passenger Feedback survey for washing of blankets (Reference Paragraph- 7.1.3)							
Summary of "Do you feel that blankets are properly washed?" Zone-wise							
Sr. No.	Zone	Yes	No	Blank	Grand Total	Total Yes + No	Percentage of 'NO' responses
12	South Eastern Railway	63	24	11	98	87	27.6
13	South Western Railway	70	28	nil	98	98	28.6
14	Southern Railway	42	10	22	74	52	19.2
15	West Central Railway	51	23	nil	74	74	31.1
16	Western Railway	27	45	1	73	72	62.5
	<b>Grand Total</b>	<b>921</b>	<b>400</b>	<b>155</b>	<b>1476</b>	<b>1321</b>	<b>30</b>

Summary of "Do you feel that blankets are properly washed?" Class-wise							
Sr. No.	Class	Yes	No	Blank	Grand Total	Total Yes + No	Percentage of 'NO' responses
1	First AC	110	35	41	186	145	24
2	Second AC	267	124	51	442	391	32
3	Third AC	544	241	63	848	785	31
	<b>Grand Total</b>	<b>921</b>	<b>400</b>	<b>155</b>	<b>1476</b>	<b>1321</b>	<b>27</b>





# List of Abbreviations

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**List of Abbreviations**

<b>Abbreviation</b>	<b>Full Form</b>
ADI	Ahmedabad Junction
AF	Agra Fort
APDJ	Alipurduar Junction
AQ	Ajni
ASH	Aishbagh
ASN	Asansol Junction
ASR	Amritsar Junction
BAND	Banaswadi
BBQ	Basin Bridge Junction
BBS	Bhubaneswar
BDS	Bandra Terminus
BJU	Barauni Junction
BSB	Varanasi Junction
BSBS	Banaras
BSP	Bilaspur Junction
BZA	Vijayawada Junction
CDG	Chandigarh
CDO	Coaching Depot Officer
CME	Chief Mechanical Engineer
CNB	Kanpur Central
COA	Kakinada Port
CPR	Chhapra
CR	Central Railway
CRIS	Centre for Railway Information System
DBRG	Dibrugarh Town
DDU	Deen Dayal Upadhyaya Junction
DHN	Dhanbad Junction
DME	Divisional Mechanical Engineer
DSC	Divisional Security Commissioner
ECoR	East Coast Railway
ECR	East Central Railway
ED/EnHM/CE	Executive Director/EnHM/Civil Engineering
ED/EnHM/ME	Executive Director/EnHM/Mechanical Engineering
ER	Eastern Railway
ET	Itarsi Junction
GCMC	Ghopuri Coach Maintenance Complex
GKP	Gorakhpur
GNT	Guntur Junction
GTL	Guntakal Junction

<b>Abbreviation</b>	<b>Full Form</b>
GWL	Gwalior Junction
HIJ	Hijli
THE	Hatia
INDB	Indore Junction
JAT	Jammu Tawi
JBP	Jabalpur
JP	Jaipur
JU	Jodhpur Junction
KCVL	Kochuveli
KGH	Kotegangur
KGP	Kharagpur Junction
KKF	Kankaria
KPD	Katpadi Junction
KTT	Khutbav
KUR	Khurda Road Junction
KURJ	Khajurao
KYQ	Kamakhya
LKO	Lucknow
LTT	Lokmanya Tilak
MAS	Chennai Central
MDJN	Madar Junction
MLDT	Malda Town
MMCT	Mumbai Central
MMR	Manmad Junction
MS	Chennai Egmore
MYS	Mysore Junction
NCR	North Central Railway
NDLS	New Delhi Railway station
NED	H Sahib Nanded
NER	North Eastern Railway
NFR	Northeast Frontier Railway
NGP	Nagpur
NJP	New Jalpaiguri
NR	Northern Railway
NWR	North Western Railway
PA	Pune
PGTN	Palghat Town
PNR	Passenger Name Record
PRYJ	Prayagraj Junction
R	Raipur Junction
RGDA	Rayagada

Abbreviation	Full Form
RMM	Rameswaram
RNCC	Rajendranagar Depot
ROU	Rourkela
RTM	Ratlam Junction
RU	Renigunta Junction
SBC	KSR Bengaluru
SC	Secunderabad Junction
SCR	South Central Railway
SDAH	Sealdah
SECR	South East Central Railway
SEE	Sonpur Junction
SER	South Eastern Railway
SR	Southern Railway
SRC	Santragachi
SSE	Senior Section Engineer
ST	Surat
SUR	Solapur Junction
SWR	South Western Railway
TBM	Tambaram
TKPR	Takiapara
TPTY	Tirupati depot
TVC	Thiruvananthapuram Central
UBL	Hubballi Junction
VGLJ	Virangana Lakshmibai (Jhanshi)
VSKP	Visakhapatnam
WCR	West Central Railway
WR	Western Railway
YPR	Yasvantpur Junction
ZR	Zonal Railways





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