

भारत सरकार/GOVERNMENT OF INDIA
रेल मंत्रालय /MINISTRY OF RAILWAYS
रेलवे बोर्ड/(RAILWAY BOARD)

No. 2025/EnHM/22/03/AP
dated. .06.2025

New Delhi,

The PCMEs,
All Zonal Railways.

Sub: Provisional Para No. 05 finalised by DAI (Railways) for C&AG's report (Railways) for the year ended 31st March, 2024 regarding "Passenger Amenities and sanitation at Railway Stations in Indian Railways".

Please find enclosed herewith a copy of provisionally admitted Para No. 05 (along with annexure) finalised by C&AG's office for inclusion in their Report (Railways) for the year ended 31st March 2024. Sub-para Nos. 2.1.3 (i), 5.2, 5.3, 5.5 & Chapter-5 (recommendations) of this report pertain to EnHM Directorate.

2. Since reply to Provisional Para is required to be furnished to audit within six weeks (11.07.2025 in this case), it is requested to furnish para-wise reply on the aforesaid items (duly vetted by Railway's Finance Department) to this office on email id: advenhm@rb.railnet.gov.in by 30.06.2025.

3. It is requested that Railway's reply (as per para 2) may also be uploaded (in concerning document tab, which is zone wise) on the below mentioned google link (link is additionally attached with email forwarding this letter):-

<https://docs.google.com/document/d/1JVK5tBtcNCwdz830H8agETeP3GFAvcuWOKokEPn8j9Q/edit?usp=sharing>

4. Timely response will enable the office of C&AG to include the comments of IR in the final Report.

5. Please acknowledge receipt of this letter.

Encl: As above

Digitally signed by

AMITA BHALLA

Date: 24-06-2025

14:43:32

(Amita Bhalla)

Joint Director/EnHM

Railway Board

M. 9717647292

Copy to: PFAs/All Zonal Railways

गोपनीय

आत्रेयी दास, आईएएस
उप नियंत्रक एवं महालेखापरीक्षक

Atreyee Das, IA&AS
Deputy Comptroller & Auditor General



अ.शा. संख्या:- 285 -Rly/SR/PA 12-13/2024 Pt-II

भारत के नियंत्रक एवं महालेखापरीक्षक का कार्यालय

9, दीन दयाल उपाध्याय मार्ग,

नई दिल्ली-110 124

OFFICE OF THE
COMPTROLLER & AUDITOR GENERAL OF INDIA
9, Deen Dayal Upadhyaya Marg,
New Delhi-110 124

दिनांक / DATE 09/06/2025

प्रिय श्री सतीश कुमार,

मैं भारत के नियंत्रक एवं महालेखापरीक्षक - संघ सरकार (रेलवे) की 31 मार्च 2024 को समाप्त होने वाले वर्ष के लेखापरीक्षा प्रतिवेदन में सम्मिलित होने के लिए प्रस्तावित अनंतिम पैरा संख्या 05 "Passenger amenities and sanitation at railway stations in Indian Railways" की प्रति संलग्न करती हूँ।

मैं आभारी रहूँगी यदि इस अनंतिम पैरा पर रेलवे बोर्ड का विस्तृत उत्तर हमें निर्धारित अवधि छः सप्ताह के अंदर भेज दिया जाए।

सादर,

भवदीया,

अ. 608
9/6/25

संलग्नक: यथोपरि

श्री सतीश कुमार
अध्यक्ष, रेलवे बोर्ड एवम मुख्य कार्यकारी अधिकारी,
रेल मंत्रालय (रेलवे बोर्ड),
रेल भवन,
नई दिल्ली-110 001

Provisional Paragraph No. 05

Performance Audit Report on “Passenger amenities and sanitation at railway stations in Indian Railways”

Chapter 1

Introduction

The Railway network is the commonly used mode of public transportation in the country. There are around 5,900 railway stations under the Non-Suburban Category (NSG¹) category spread across 16 Zonal Railways (ZRs). Indian Railways (IR) operated over 7,400 passenger trains (non-suburban) and carried 2,924 million (non-suburban) passengers in 2023-24.

The motto of Indian Railways’ Vision 2020 document is ‘Reinventing Passenger Services with change for a better tomorrow’. As per the document, railway stations must set the highest standards of hygiene, sanitation and hospitality and yet offer these services at affordable prices; Special attention is to be paid to the needs of women, students, elderly and the physically disadvantaged. Quality of services in terms of sanitation, cleanliness and amenities at stations would be upgraded to match the best in the world. Sanitation at stations would receive high priority. Each station was to be studied for its peculiarities and a well thought-out plan was to be devised to improve the cleanliness of the stations benchmarked to the best in the world. Performance criteria and standards are to be evolved for each element of cleanliness, and the achievement of these standards is to be monitored at all levels.

1.1 Organisational responsibilities

Providing passenger amenities and maintaining sanitation at railway stations is a multi-disciplinary responsibility. The Directorates responsible for providing amenities at railway stations and ensuring sanitation to the rail passengers at Railway Board level and the Departments responsible for ensuring the adequacy/availability of amenities and sanitation to the passengers and Zone/Division levels are given below:

Railway Board	Zone/Division
<ul style="list-style-type: none">• Land and Amenities• Traffic Commercial• Environment & Housekeeping Management• Health	<ul style="list-style-type: none">• Engineering• Commercial• Mechanical• Operating• Electrical• Signal & Telecommunication• Medical

¹ In Indian Railways, Non-suburban stations have been segregated into six categories, i.e. NSG-1, NSG-2, NSG-3, NSG-4, NSG-5, NSG-6 based on passenger earnings and/or outward passengers handled at the station

1.2 Previous Audit coverage

Aspects pertaining to provision of passenger amenities and maintaining sanitation at Railway stations were brought out on earlier occasions in various reports of the CAG of India as under:

- Performance Audit on “Cleanliness and Sanitation in Indian Railways” - Report No. 6 of 2007 (Railways)
- Performance Audit on "Cleanliness and Sanitation in Indian Railways" - Report No. 11 of 2013 (Railways)
- Compliance Audit on “Upgradation of passenger amenities at stations including modernisation of stations in Indian Railways” - Report No.13 of 2016 (Railways)

The Ministry of Railways (MoR) in the Action Taken Note for CAG Report No.13 of 2016 stated, *inter alia*, as follows:

- Zonal Railways have been advised that provision of desirable amenities need not wait for complete provision of the recommended level and should be provided based on the need and relative importance of the stations.
- Better accessibility at stations to Divyangjans², standard ramps, one disabled-friendly toilet and non-slippery walkway from parking lot to station has been provided.
- Monitoring of passenger amenity works is done at appropriate level.
- Details of passenger amenities at stations are updated periodically in the database/ web based module.
- Adequate drinking water taps have been provided at suitable locations to serve passengers of general and second class at all stations.
- All stations to be provided with high level platforms irrespective of category.
- Policy for operation and maintenance of toilets has been framed by all ZRs.

MoR informed the Standing Committee on Railways (2020-21) that –

- All stations had been provided with Minimum Essential Amenities (MEA).
- In addition to MEA, new amenities such as insect catchers in waiting halls/ refreshment halls, infant nursing cubicles, platform shelters with solar panels, bio-toilets/ waterless toilets, water vending machines, Wi-Fi etc. had been introduced.
- Zonal Railways were directed to maintain the amenities provided at all stations in good working condition at all times.
- Service Improvement Groups (SIG) at various levels, i.e., Station (Station Master, Sr. Section Engineer/ Works, Chief Health and Malaria Inspector, Chief Commercial Inspector), Division (Additional Divisional Railway Manager and Head of Departments of Engineering/ Mechanical/ Commercial etc.), Zonal Headquarters (Additional General Manager, Principal Head of Departments) etc., have been formed.
- ZRs were authorised to frame a policy for operation and maintenance, including cleanliness, of toilets at various categories of stations.
- During summer seasons, water supply is augmented through tankers.

² Differently abled persons

Further, as per the Tenth Report (February 2022) of the Standing Committee on Railways (2021-22) 17th Lok Sabha, MoR stated that:

- When there is scarcity and existing sources are found inadequate to meet the demand for drinking water at railway stations, water supply is augmented through tankers.
- Every effort is being taken at various levels to monitor the cleanliness of stations. The measures are reviewed on a monthly basis by Additional General Managers (AGMs) at Zonal level and by Additional Divisional Railway Managers (ADRM)s at Divisional level.
- The Standing Committee desired that since passenger amenities are directly connected with customer satisfaction and interface, there should be no dereliction on the part of the Railways for proper utilisation of funds. MoR stated that instructions have been issued to Zonal Railways in this regard.

1.3 Why was this Performance Audit taken up

The comprehensive guidelines for provision of passenger amenities issued by RB in 2012 was revised in 2018. The categorisation of non-suburban stations as 'NSG 1' to 'NSG 6', based on earnings and outward passengers handled at a station was introduced from the earlier categorisation based on earnings at stations.

The previous Audit was taken up a decade ago and the passenger earnings have increased from ₹ 42,190 crore in 2014-15 to ₹ 70,693 crore in 2023-24. The originating non-suburban passengers was 3,719 million in 2014-15 but fell sharply to 2,924 million in 2023-24 (post COVID pandemic period).

The present Audit was taken up to analyse whether the provision of passenger amenities was commensurate with the number of passengers handled at stations as well as to assess the compliance of MoR to the assurances given to the Standing Committees of Parliament on Railways regarding provision of passenger amenities, and in the Action Taken Note to the CAG's Audit Report No.13 of 2016.

1.4 Audit objectives

The Performance Audit was conducted to assess the following –

- **Whether passenger amenities were provided and sanitation measures were undertaken at stations as per extant instructions;**
- **Whether the scope and implementation of passenger amenity works and sanitation measures undertaken in Amrit Bharat stations³ were aligned with extant Railway Board instructions; and**
- **Whether the maintenance of passenger amenities and sanitation activities of all selected stations were undertaken as per the prescribed norms and the funds available were utilised optimally.**

³ In December 2022, RB conceptualised a new policy for Modernisation of stations named 'Amrit Bharat Station Scheme' which envisaged development of stations on a continuous basis with a long-term vision. As of March 2024, 1,231 NSG category stations were sanctioned under Amrit Bharat Station Scheme by RB. Stations not identified for development under Amrit Bharat Station scheme are mentioned as non-Amrit Bharat Stations in the Report.

1.5 Audit scope, methodology and criteria

1.5.1 Scope and period of coverage

Audit coverage was limited to non-suburban (NSG) category stations. The period of coverage was as follows;

- Five year period from 2019-20 to 2023-24 for requirement/allotment/utilisation of funds; passenger amenity works at selected stations including umbrella works⁴.
- Two year period from 2022-23 to 2023-24 in respect of proposals received for provision of passenger amenities under Member of Parliament Local Area Development (MPLAD) scheme/ NGOs/ Corporate Social Responsibility (CSR) funding/ Trusts etc. in respect of non-Amrit Bharat Stations, Zonal Railway Users Consultative Committee(ZRUCC)/ Divisional Railway Users Consultative Committee (DRUCC)/ Service Improvement Group (SIG) meetings, testing of drinking water, passenger complaints and penalty for littering.

1.5.2 Audit methodology

- Review of policy circulars on provision, availability and maintenance of passenger amenities, maintenance of sanitation at stations issued by Railway Board and Zonal Railways was carried out.
- Review of execution of passenger amenity works at non-Amrit Bharat stations, mechanised cleaning contracts, manual cleaning of stations through contracts, station impress was carried out.
- Joint inspection was carried out with Railway officials in selected stations to assess the availability, working condition of passenger amenities and sanitation at stations. Further, selected stations (other than stations identified under major upgradation/ Amrit Bharat station scheme) were revisited after a time gap of around two to three months to ensure that the deficiencies in provision of passenger amenities noticed during the first visit were not in the nature of isolated occurrences⁵.
- Feedback from passengers on passenger amenities and sanitation at stations was gathered through questionnaires.
- Divyangjans were interviewed on the adequacy of amenities provided to them at stations and any new amenities that may be required.
- Since Audit could cover only a sample of 512 stations through joint inspections, Audit also obtained Passenger Amenities Management System (PAMS) data (February 2025) pertaining to the whole of Indian Railways and analysed the same to assess the provision and shortfall in amenities at stations over IR.

⁴ To bring similar works at different locations under one umbrella and approved as a single work at the Railway Board level. The concept of Umbrella works was introduced in the year 2018-19 by IR. Umbrella works may belong to one or more Divisions within a Zone or may belong to more than one zonal railway.

⁵ Revisit at Amrit Bharat stations was not undertaken considering the fact that developmental works were going on in full swing in several of these stations and assessment of changes, if any, in the level of passenger amenities since the first visit by Audit may not be feasible when the works were underway.

- Complaints from passengers registered through RailMadad, CPGRAMS, email, SMS and through letters for the years 2022-23 and 2023-24 were collected and action taken on the same analysed.
- Entry and Exit conferences were held in the respective Zonal Railways.

1.5.3 Audit criteria

The aspects pertaining to provision and maintenance of passenger amenities and sanitation at stations mentioned in the following Codes/Manuals, policy circulars, guidelines/instructions of Railway Board served as criteria for the conduct of the Performance Audit:

- Chapter IV and Chapter V of Indian Railway Works Manual.
- Chapter V of Indian Railway Traffic (Commercial) Code.
- Guidelines of RB (9 April 2018) on provision of passenger amenities at stations.
- Guidelines of RB (14 March 2016, 9 April 2018, 12 February 2020, 25 November 2022) relating to provision of amenities for Divyangjans.
- RB's instructions (31 May 2000, 7 June 2006, 5 June 2012, 30 June 2015) relating to provision and maintenance of Pay and Use toilets.
- Policy of RB (4 May 2022, 3 October 2022, 23 December 2022, 31 January 2023, 17 February 2023) regarding major upgradation of stations and development of stations under Amrit Bharat Station scheme.
- RB Circular (11 September 2012, 26 September 2014, 9 April 2018) on maintaining passenger amenities in good working order.
- RB introduced e-auction policy (13 June 2022) for commercial earning contracts (Pay and Use toilet, Deluxe toilets, VIP Lounge, AC Waiting Hall, etc.).
- Standard Bid Document for Mechanised cleaning and housekeeping of stations issued by RB (23 August 2017).
- RB instructions (30 November 2017, 8 May 2023) on Uniform Drinking water Quality Protocol issued by the Ministry of Drinking Water and Sanitation.
- Indian Railways (Penalties for activities affecting cleanliness at railway premises) Rules, 2012.
- ATN of MoR on CAG Report No.13 of 2016 and statement of MoR to the Standing Committee on Railways (2020-21 and 2021-22).

1.6 Sample for study

a. 512 non-suburban grade stations across the different zones were selected for detailed study. The basis of selection was as follows:

- NSG 1 – 100 *per cent* coverage or 3 stations having highest footfall in each zone, whichever is lower.
- NSG 2 to NSG 6 – Highest footfall in each zone and representation of all divisions over a zone under each category.
- Maximum of 12 Amrit Bharat Stations and 20 non-Amrit Bharat Stations were selected by each zone.

Table 1: Stations selected for detailed study

Sl. No.	Total Number of Stations category-wise ⁶ (as on 31.3.2023)		No. of stations selected				Total sample size
			Amrit Bharat (including major upgradation)		Non-Amrit Bharat		
			Total stations	Sampled stations	Total stations	Sampled stations	
1	NSG 1	22	15	13	7	5	18
2	NSG 2	79	54	49	25	10	59
3	NSG 3	240	208	66	32	16	82
4	NSG 4	337	268	50	69	31	81
5	NSG 5	1025	491	8	534	132	140
6	NSG 6	4205	149	1	4056	131	132
Total		5908	1185	187	4723	325	512 ⁷ (8.66%)

Source: Data of Commercial Department of Zonal Railways

(Appendix I)

b. Feedback was obtained from 7,511 passengers on provision of amenities and sanitation at selected NSG 1 to NSG 6 category stations. In addition, feedback from 2,507 passengers in waiting rooms in selected NSG 1 to NSG 4 category stations were obtained. Also, 374 Divyangjans over IR were interviewed to seek their opinion on the adequacy of provision of amenities for Divyangjans at stations and suggestions for any new amenities.

1.7 Acknowledgement

Audit acknowledges the cooperation and assistance extended by officials of various Directorates concerned in the Ministry of Railways as well as Zonal Railways in providing records and conducting joint inspection of stations, which facilitated timely completion of the Audit.

1.8 Records not produced to Audit

The zone-wise details sought for by Audit during the course of the Performance Audit and not made available till finalisation of the Report are given in **Appendix II**.

⁶ **NSG 1** – Earnings > ` 500 crore and outward passengers > 20 million; **NSG 2** – Earnings > ` 100 crore ≤ ` 500 crore and outward passengers > 10 million ≤ 20 million; **NSG 3** – Earnings > ` 20 crore ≤ ` 100 crore and outward passengers > 5 million ≤ 10 million; **NSG 4** – Earnings > ` 10 crore ≤ ` 20 crore and outward passengers > 2 million ≤ 5 million; **NSG 5** – Earnings > ` 1 crore ≤ ` 10 crore and outward passengers > 1 million ≤ 2 million; **NSG 6** – Earnings ≤ ` 1 crore and outward passengers ≤ 1 million;

⁷ The sample included stations at places known for historical importance (14), religious importance (15), potential for tourism (13) and stations at relatively remote locations (18).

Chapter 2

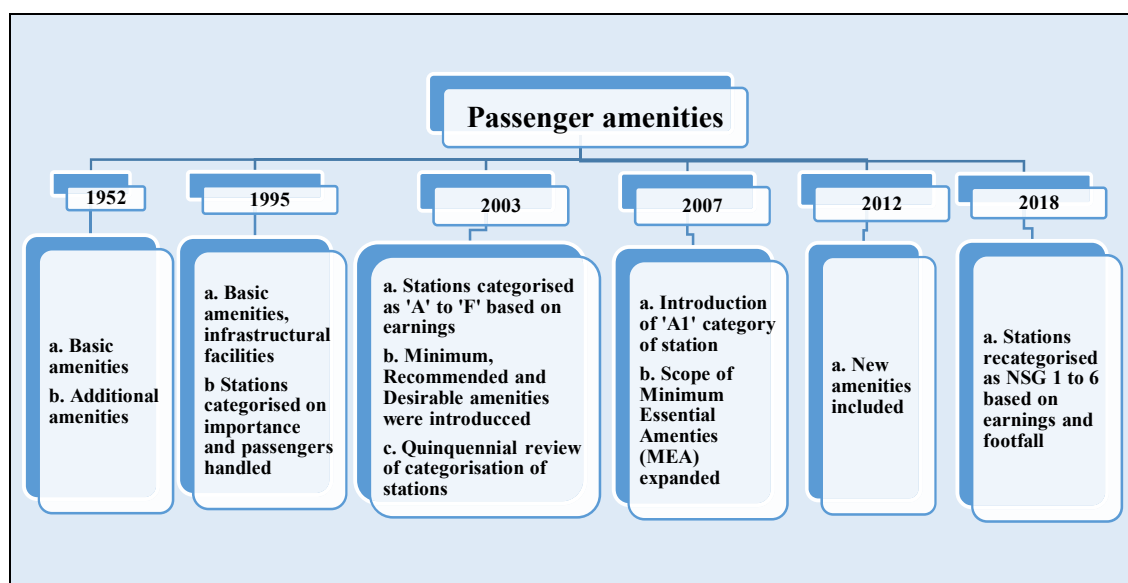
Provision of passenger amenities and sanitation measures

2. Passenger amenities at railway stations

In 1952 the Indian Railways, for the very first time, issued a set of guidelines with regard to passenger amenities. Two broad categories were defined under passenger amenities, viz. “Basic amenities” and “Additional amenities”. Basic amenities were those which were necessarily required by passengers at any station, big or small, at the time of becoming operational and included waiting hall/space, benches, arrangements for lighting, drinking water, platforms, urinals and/or toilets, etc.

Over and above these basic amenities, ‘Additional amenities’ were provided at various stations as per requirements, which included platform shelters, raised platforms, piped water supply, FOB (Foot over bridge), seating arrangements, lighting, clocks, water coolers, fans, bathrooms, etc. The following considerations normally determined the scope and scale of the passenger amenities at the stations viz. class of station, volume of passengers handled, special characteristics of the station such as those having tourist/religious importance and availability of funds.

Provision of passenger amenities evolved over the years as given below:



2.1 Provision of passenger amenities as per norms prescribed by Railway Board

As per RB's instructions (April 2018) each category of stations was to be provided with certain minimum amenities as per norms. All categories of stations were to be provided Minimum Essential Amenities (MEA) first and thereafter priority should be given for augmenting amenities to recommended level. These amenities include drinking water, waiting hall, seating arrangements, platform shelters, urinals, latrines, high level platforms, lighting, fans, FOB, dustbins, Public Address System (PAS) etc. RB also instructed that MEAs as per the revised scale were to be provided by 31 August 2018. .

2.1.1 Minimum Essential Amenities

A. Audit verified whether the minimum level of amenities were provided at each of the selected 512 stations (187 Amrit Bharat stations; 325 non-Amrit Bharat stations) over IR. Further, Passenger Amenities Management System (PAMS) data of IR (made available to Audit in February 2025) was also analysed to assess the shortfall in provision of amenities for all categories of stations (NSG 1 to NSG 6).

Out of 512 stations covered through joint inspections with Railway officials, Audit observed that only 54 stations (11 *per cent*) (NSG 1 - 1, NSG 2 - 8, NSG 3 - 7, NSG 4 - 3, NSG 5 - 16 and NSG 6 - 19) over 13 Zones⁸ had no shortfall in the availability of MEAs checked. This indicated that even after a lapse of two decades of issuing comprehensive instructions on provision of MEA, and which were to be provided by 31 August 2018, this objective was still to be achieved.

(Appendix III)

There was shortfall in provision of various passenger amenities in the selected stations (512) as given below:

Table 2: Shortfall in provision of passenger amenities against MEA norms

Sl. No.	Amenity	Norms prescribed under MEA	No. of selected stations in which the amenity is to be provided	Stations in which amenity not provided (A)/ shortfall observed as against MEA norms (B)	
				No. of stations as per first inspection	No. of stations as per second inspection
1	PF Shelter	(Norms per platform) NSG 1 & 2: 500 sq.m. NSG 3: 400 sq.m. NSG 4: 200 sq.m. NSG 5&6: 50 sq.m.	512	68 A-3 B-65	65* A-3 B-62
2	Drinking water taps	(Norms per platform) NSG 1 to 4: 20 taps NSG 5: 8 taps NSG 6: 2 taps	512	147 A-4 B-143	138 A-4 B-134
3	Seating	(Norms per platform) NSG 1 & 2: 150 seats NSG 3: 125 seats NSG 4: 100 seats NSG 5: 50 seats NSG 6: 10 seats	512	78 A-1 B-77	75 A-1 B-74
4	Urinals	(Norms per station) NSG 1 & 2: 12 urinals NSG 3: 10 urinals NSG 4: 6 urinals NSG 5: 4 urinals NSG 6: 1 urinal	512	122 A-44 B-78	111 A-40 B-71
5	Latrines	(Norms per station) NSG 1 & 2: 12 latrines NSG 3: 10 latrines NSG 4: 6 latrines	512	69 A-16 B-53	59 A-12 B-47

⁸ CR, ECoR, ECR, NCR, NER, NFR, NR, NWR, SER, SR, SWR, WCR, WR

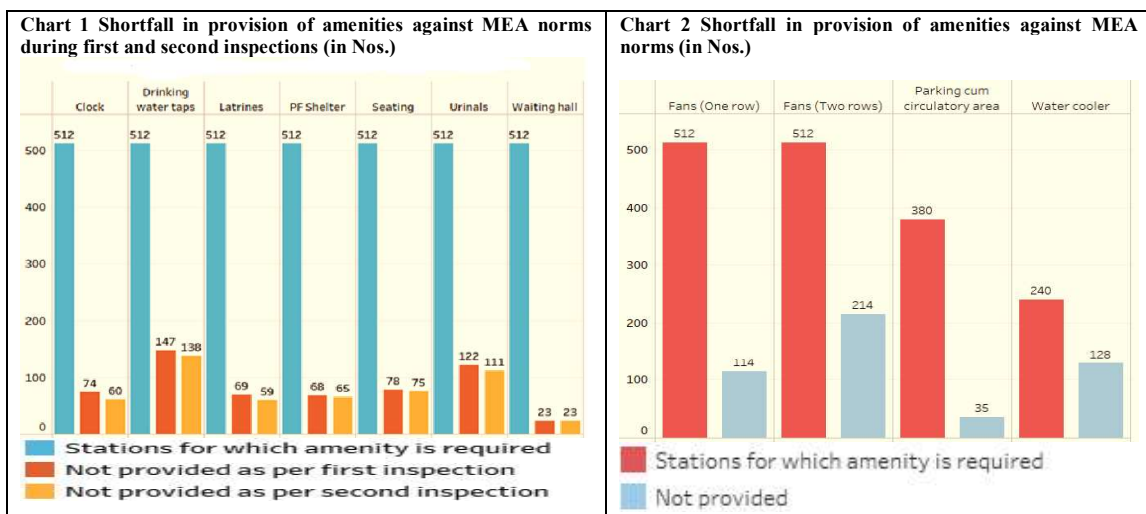
		NSG 5: 4 latrines NSG 6: 1 latrines			
6	Waiting hall	(Norms per station) NSG 1 & 2: 250 sq.m. NSG 3: 125 sq.m. NSG 4: 75 sq.m. NSG 5: 30 sq.m. NSG 6: 15 sq.m.	512	23	23
7	Water cooler	NSG 1 to 4: 2 on each platform.	240	129 A-6 B-123	128 A-6 B-122
		NSG 5: 1 on main platform	140	23 A-23 B-0	23 A-23 B-0
8	Fans	For covered PFs having width of 6m to 9m one row of fans was provided. (One fan in centre of two supporting columns)	512	114	114
		For covered PFs having width of more than 9m, two rows of fans were provided. (One fan in centre of two supporting columns)	512	214	214
9	Clock	NSG 1 to 6	512	74 A-74 B-NAP	60 A-60 B-NAP
10	Public address system	All stations	512	6 A-6 B-NAP	4 A-4 B-NAP
11	Parking cum circulatory area	NSG 1 to 5	380	35 A-35 B-NAP	35 A-35 B-NAP
12	Electronic Train Indicator Board	NSG 1 to 3	159	3 A-3 B-NAP	3 A-3 B-NAP

Source: RB policy circular of 9.4.2018 and observations made by Audit during inspection of selected stations

* Shortfall in provision of platform shelter as per MEA norms has been arrived at based on the area of shelter mentioned in PAMS database.

NAP – Not applicable as no quantum specified by RB for these amenities

97 per cent of passengers surveyed expressed satisfaction regarding announcement of arrival/departure of trains through Public Address System.



It was observed that –

- The norms prescribed by RB under MEA do not specify the number of fans to be provided in each platform according to the area covered by the platform shelter. Audit observed that no fan was provided in 177 platforms of 133 selected stations⁹. However, the PAMS data indicated that fans were available in 50 platforms (41 stations) out of these 177 platforms. Thus, the PAMS data did not reflect the correct position of amenities for monitoring.
- In 52 platforms of 43 stations¹⁰, no functional water tap was available. This included one (SDAH) NSG 1 station, two (GAYA, MFP) NSG 2 stations and four (KQR, DOS, SA, BNU) NSG 3 stations.
- In respect of drinking water taps for NSG 1 to NSG 4 category of stations, 20 taps should be provided at each platform as per MEA norms. However, there were shortfall in provision of water taps in 56 platforms of 33 out of the 62 non-Amrit Bharat stations selected for audit. The shortfall ranged from one tap to 19 taps. In NSG 5 category stations, eight taps are to be provided. However, in 39 platforms in 33 out of the 132 non-Amrit Bharat stations selected for audit, there was shortfall in provision of water taps, ranging from one tap to seven taps.



(Annexures 1 to 13 (b))

⁹ CR-12, ECOR-8, ECR-11, ER-1, NCR-10, NER-10, NFR-9, NR-6, NWR-7, SCR-7, SECR-6, SER-8, SR-10, SWR-14, WCR-9, WR-5 (position based on second joint inspection)

¹⁰ ECoR-4, ECR-10, ER-3, NCR-1, NER-3, NFR-4, NWR-1, SCR-2, SECR-3, SER-4, SR-3, SWR-1, WCR-4 (position based on second joint inspection)

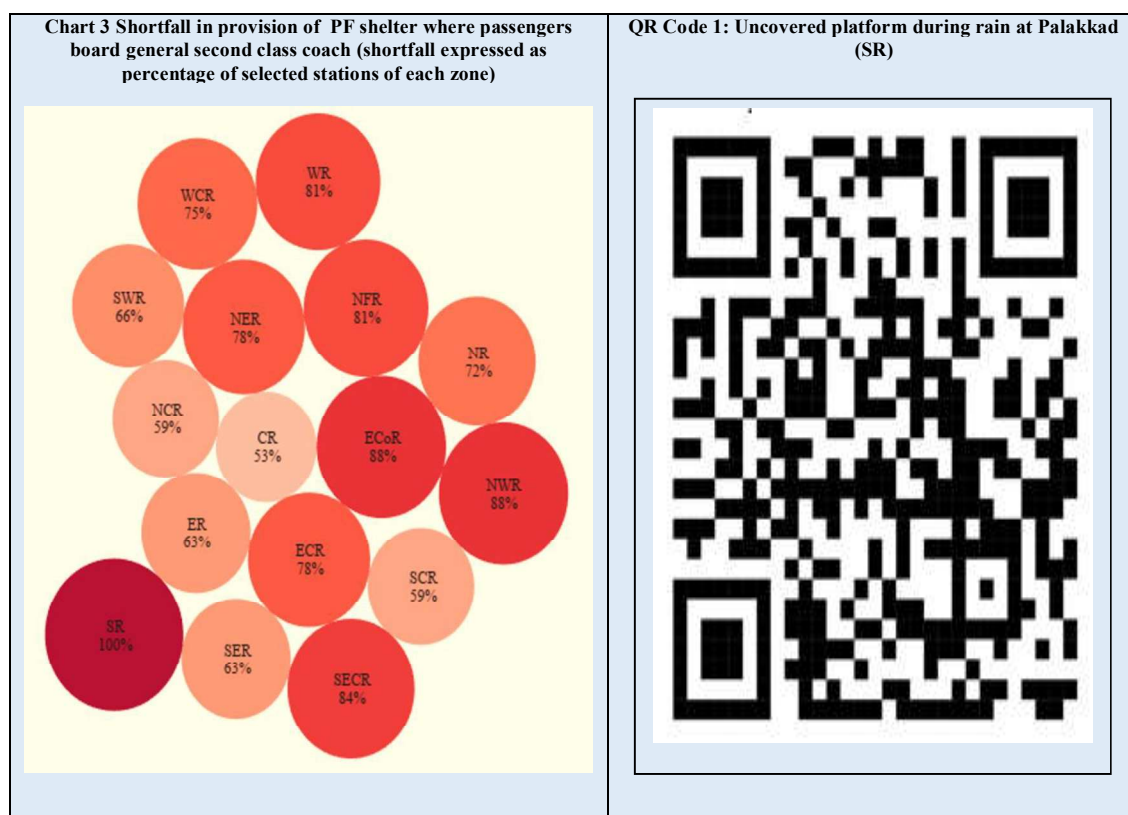
Audit analysed the position of availability of passenger amenities at 10 stations (from the sample of 512 stations) with very high annual earnings i.e. above ₹ 710 crore (2022-23). These stations also figured among the top 25 earners across all stations in IR and had high passenger footfall as well (between 1.03 crore and 11.47 crore). It was observed that despite high earnings and high footfall, even these top earning stations failed to ensure the availability of all Minimum Essential Amenities.

(Appendix IV, IV (A))

B. Other significant deficiencies

(i) Cover over platform where general second class coaches stop

RB instructed (September 2012) that platform (PF) shelters are to be suitably spaced to cover the area where general second class coaches stop. However, PF shelter was not provided in each platform where passengers board the general second class coaches in 380 stations¹¹. Due to non-provision of cover over the entire platform, passengers are exposed to the vagaries of weather.



(Annexure 14)

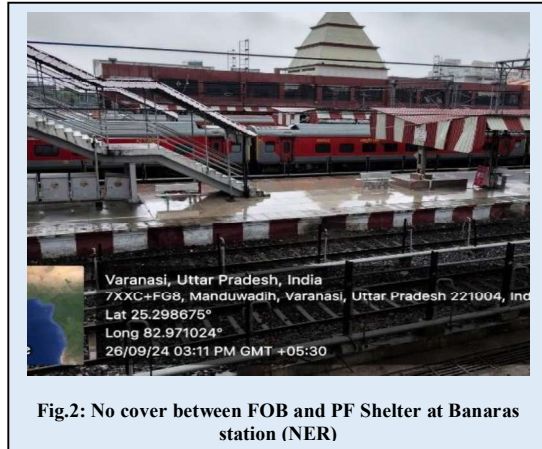
¹¹ CR-17, ECoR-28, ECR-25, ER-20, NCR-19, NER-25, NFR-26, NR-23, NWR-28, SCR-19, SECR-27, SER-20, SR-32, SWR-21, WCR-24, WR-26

(ii) Cover between foot over bridge (FOB) and platform shelter

RB in October 1994 instructed that wherever foot over bridges (FOBs) are provided with a cover and an uncovered portion of platform exists between the FOB and the PF shelter, either the shed should be extended upto the FOB or provision of covered walkway between the existing shelter and the FOBs should be programmed for construction.

Cover between the FOB and PF shelter was not provided in 242 stations¹². In respect of 208 non-Amrit Bharat stations¹³, out of 481 platforms with FOBs, no cover between FOB and PF shelter was provided in 441 platforms.

Cover between the FOB and covered shed was also not provided in 34 Amrit Bharat stations.



(Annexures 15, 15(a))

(iii) Foot over Bridge (FOB)

As per RB guidelines (April 2018), FOB was to be provided with cover in respect of NSG 1 to NSG 3 category stations and in respect of NSG 4 category stations, FOB was to be provided (with or without cover). In NSG 5 category stations, FOB was to be provided at all stations having more than one platform during doubling/gauge conversion wherever the same were not available and in NSG 6 category station, one FOB was to be provided.

- In the selected 240 NSG 1-4 category stations, FOB was provided as per norms.
- In 2¹⁴ NSG 5 category stations and in 11¹⁵ NSG 6 category stations, FOB was not provided. Work for provision of FOB at Khandala (CR), Rajewadi (CR), Untare Road (ECR), Pilibangan (NWR) and Bheraghat (WCR) were in progress (March 2024). In respect of the remaining eight stations, work for provision of FOB was not taken up.
- At Sankaridurg station (SR), it was noticed that the FOB was partially covered leaving the remaining portion uncovered.

(Annexure 16)

¹² CR-9, ECoR-23, ECR-7, ER-17, NCR-3, NER-27, NFR-5, NR-5, NWR-5, SCR-29, SECR-22, SER-8, SR-19, SWR-20, WCR-20, WR-23

¹³ CR-9, ECoR-17, ECR-14, ER-15, NCR-19, NER-14, NFR-11, NR-7, NWR-2, SCR-14, SECR-14, SER-14, SR-15, SWR-12, WCR-17, WR-14

¹⁴ NFR-1, NWR-1

¹⁵ CR-2, ECR-3, NFR-2, NR-1, NWR-1, SWR-1, WCR-1

(iv) Platform level

As per RB guidelines (April 2018), all platforms irrespective of category were to be of 'high level' (i.e., between 760 mm and 840 mm). MoR in the Action Taken Note for CAG Report No.13 of 2016 assured that all stations were to be provided with high level platforms irrespective of category.

However, high level platform was not provided in 162 out of 278 platforms in 91 stations¹⁶.

Audit noticed during joint inspection that the height of platforms was not between 760 mm and 840 mm at six¹⁷ stations, even though it was stated to be high level platforms in PAMS.

On the aspect of convenience of height of the platform, 17 *per cent* of passengers surveyed stated this as 'not convenient'.



(v) Unusual gap between the track and the platform (NFR)

As per the Railway Schedule of Dimensions, the required horizontal distances from the centre line of the track to the platform coping¹⁸ should be 1680 mm and from the centre line of the track to the platform wall should be 1905 mm.

However, at Sivok (SVQ) station (NFR) the gap from the centre line of track to Platform No. 2 was more than the specified gap by 1030 mm. Due to these deviations, Platform No.2 could not be used since 10.12.2022.



That the space between the platform and coach was a matter of concern is seen from the fact that as regards the aspect of convenience of boarding trains, 18 *per cent* of passengers surveyed stated that the gap between the platform and the coach was 'not convenient'.

(vi) Non-availability of full length platform

(a) In SR, the work for high level platform for 24 bogies capacity was taken up during gauge conversion of Nidamangalam (NMJ) – Mannargudi (MQ) section in 2007-08 and the section was opened for passenger traffic in September 2011. A State Highway connecting Nidamangalam and Mannargudi towns bisects the platform at NMJ through a manned level crossing (LC-20). The safety of the passengers boarding/de-boarding the coaches berthed in the level crossing area is compromised as there is no platform. Construction of a road over bridge was taken up in November 2016 after eight years of the gauge conversion project and



¹⁶ CR-1, ECoR-7, ECR-11, ER-2, NCR-5, NER-8, NFR-9, NR-5, NWR-5, SCR-2, SECR-10, SER-1, SR-1, SWR-2, WCR-13, WR-9

¹⁷ CR-JSP, NGP, TKWD, SWR-DRU, BDVT, WCR-SBD

¹⁸ The raised edge or barrier along the edge of the platform, serving as a safety feature to prevent people from falling onto the tracks

after five years of opening of the section for traffic. The work was also foreclosed (January 2018) as the State Government changed the alignment of the ROB. Had the closure of the LC been effected during gauge conversion itself, the inconvenience caused to passengers could have been avoided.

(b) At Sankaridurg (SR), the trolley path bisects platform No.1 between coach positions 19 and 20. Hence, passengers boarding/ de-boarding from the coaches berthed in the trolley path face hardship and their safety is also compromised.



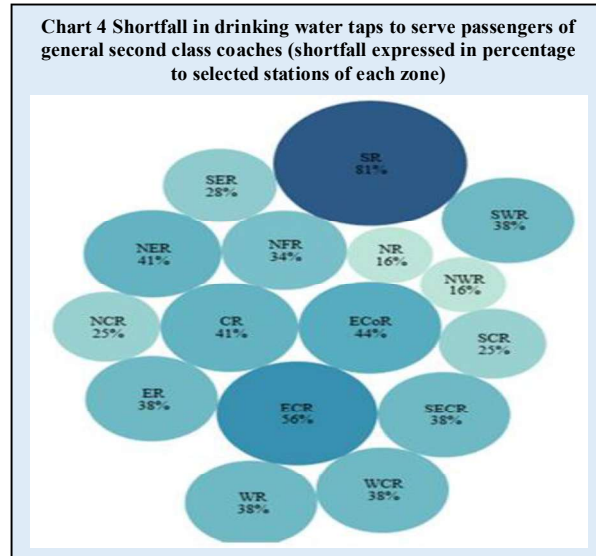
(Annexure 17)

(vii) Drinking water taps to serve passengers of general second class coaches

MoR in the Action Taken Note for CAG Report No.13 of 2016 stated that adequate drinking water taps have been provided at suitable locations to serve passengers of general and second class coaches at all stations. RB instructed the zones accordingly (April 2018).

However, Audit noticed that in 190¹⁹ out of the 512 selected stations water taps were not provided at the end of each platform for general and second class passengers.

Of these 190 stations, drinking water taps to serve passengers of general second class coaches was not provided in 167 non-Amrit Bharat²⁰ (313 platforms).



(Annexures 18, 19)

(viii) Signages

Railway signages constitute an effective passenger interface for communication, directing passengers to the facilities/ amenities they look for at the railway stations. RB instructed (April 2018) for signages to be provided at NSG 1 to NSG 4 category stations.

Deficiencies in provision of signage were noticed at 99²¹ out of 240 NSG 1 to NSG 4 category stations. The deficiencies included lack of signages regarding drinking water, toilets, Divyangjan toilet, FOB, elevator/escalator, entry/exit, no smoking/no spitting/no littering, wheelchair, platform number, refreshment room/restaurant, etc.

(Annexure 20)

¹⁹ CR-13, ECoR-14, ECR-18, ER-12, NCR-8, NER-13, NFR-11, NR-5, NWR-5, SCR-8, SECR-12, SER-9, SR-26, SWR-12, WCR-12, WR-12

²⁰ CR-13, ECoR-16, ECR-17, ER-10, NCR-9, NER-11, NFR-8, NR-2, NWR-5, SCR-6, SECR-14, SER-11, SR-14, SWR-10, WCR-14, WR-7

²¹ CR-1, ECoR-9, ECR-6, ER-13, NCR-6, NER-5, NFR-11, NR-9, SCR-11, SECR-5, SER-6, SR-8, SWR-4, WCR-3, WR-2

(ix) Dustbins

As per MEA norms prescribed by RB (April 2018), adequate dustbins are to be provided at NSG 1-5 categories at regular spacing of 50 metres on each platform. In NSG 6 category of station, adequate number of dustbins as required should be provided. Audit noticed that –

- Dustbins were not provided as per MEA norms at 149 stations²².
- Of these 149 stations, no dustbin was provided in 31 platforms of 16 stations²³ (5-NSG 5, 11-NSG 6).

(Annexures 21(a), 21 (b))

(x) Display of available amenities

RB instructed (April 2018) that at each station, a list shall be displayed in the Station Manager/Master's room showing the quantum of MEAs required to be provided vis-à-vis the amenities actually available. Further, when asked by the Standing Committee on Railways (2020-21) about the steps taken for making passengers aware about the amenities to be provided at stations or in trains, MoR submitted that: "At each station, a list shall be displayed in Station Manager/Master's room showing the quantum of Minimum Essential Amenities required to be provided for that category of station, as per these guidelines, vis-a-vis the amenities actually available. The details of other amenities available at the station should also be displayed."

However, no such list was displayed at 351 stations²⁴.

(Annexure 22)

(C) Deficiencies in provision of amenities as per PAMS data of IR

PAMS (Passenger Amenities Management System) in Indian Railways is a web-based module²⁵ that is meant to track the availability of various passenger amenities at railway stations. It helps to ensure that stations are equipped with necessary facilities. For this purpose, zonal railways were required to update data of passenger amenities by the date specified by RB.

Audit obtained PAMS data as on February 2025 pertaining to the entire Indian Railways. The data in PAMS indicated that shortfall in provision of amenities was widespread across all zones:

- In 1,466 platforms of 1,291 stations, the area covered by platform shelter was less than the area prescribed in the MEA norms.
- In 2,801 platforms of 2,035 stations, there was shortfall in water taps compared to the MEA norms
- In 201 stations, number of latrines was less than as prescribed in the MEA norms.
- Number of urinals was less than the MEA norms in 403 stations.
- In 3,701 platforms of 2,545 stations, 'High level' platforms were not provided and out of these 3,701 platforms, 1,558 platforms were of 'Rail level'²⁶.
- In 1,983 stations, Public Address System was not provided.

²² CR-6, ECoR-16, ER-11, NCR-8, NER-4, NFR-14, NR-1, NWR-7, SCR-20, SECR-24, SER-3, SR-11, SWR-8, WCR-10, WR-6

²³ CR-1, ECoR-4, ECR-2, SCR-1, SECR-8, SER-3

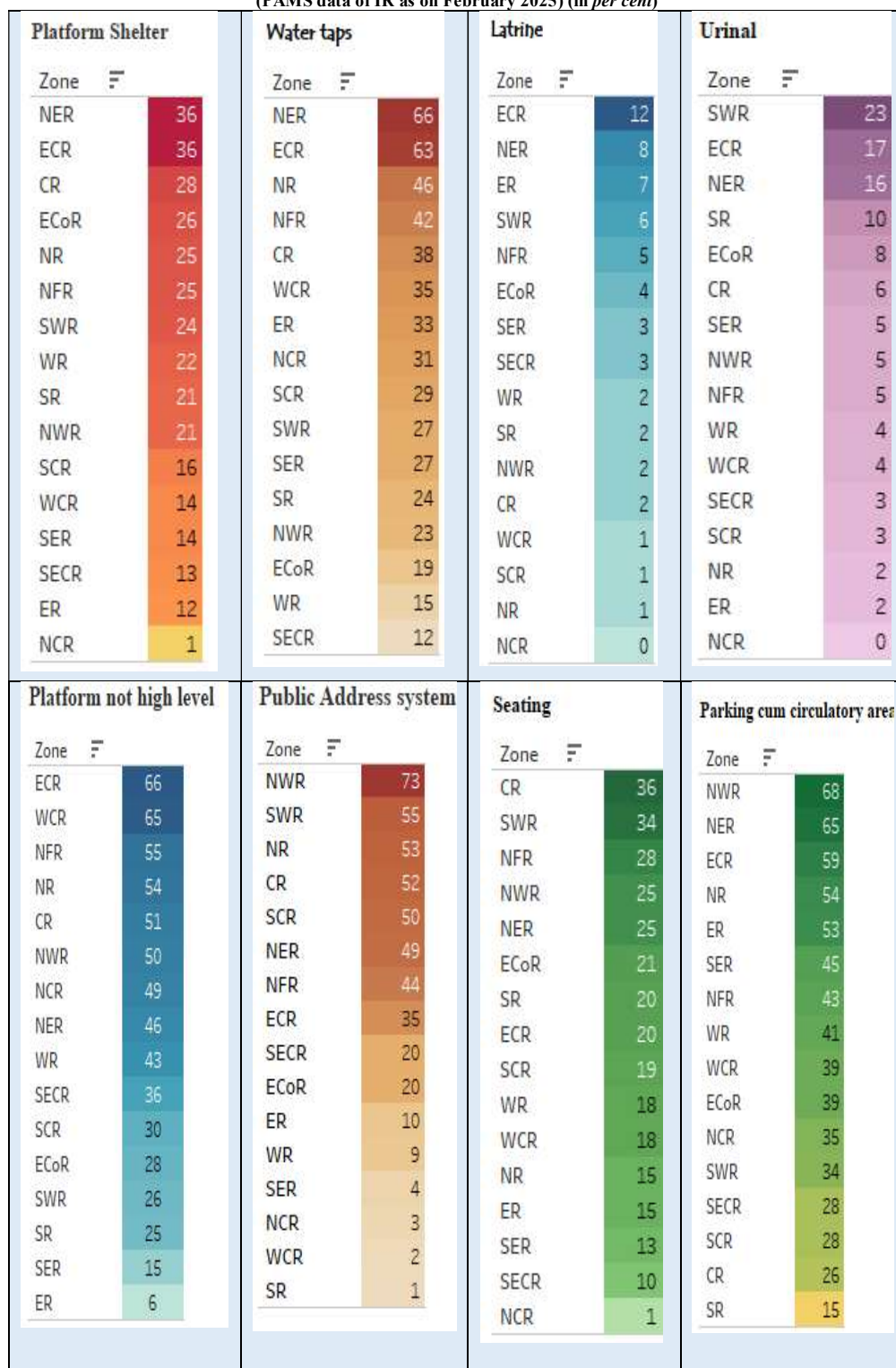
²⁴ CR-22, ECoR-23, ECR-16, ER-18, NCR-24, NER-32, NFR-13, NR-13, NWR-19, SCR-30, SECR-22, SER-19, SR-32, SWR-30, WCR-28, WR-10

²⁵ Passenger Amenities Management System (PAMS) is a web based module in Indian Railway Project Sanction and Management (IRPSM) portal in which data on availability of passenger amenities at each station is available.

²⁶ A railway platform that is built at the same level as the train tracks

- In 744 stations (NSG 1 to NSG 5), parking-cum-circulatory area was not provided.
- There was shortfall in provision of seats in one or more platforms at 1,178 stations.

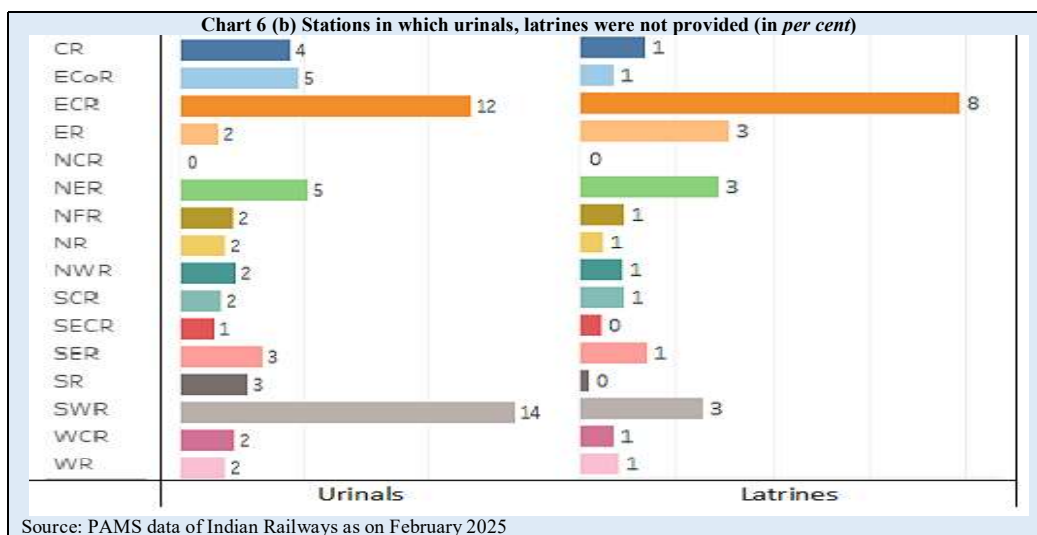
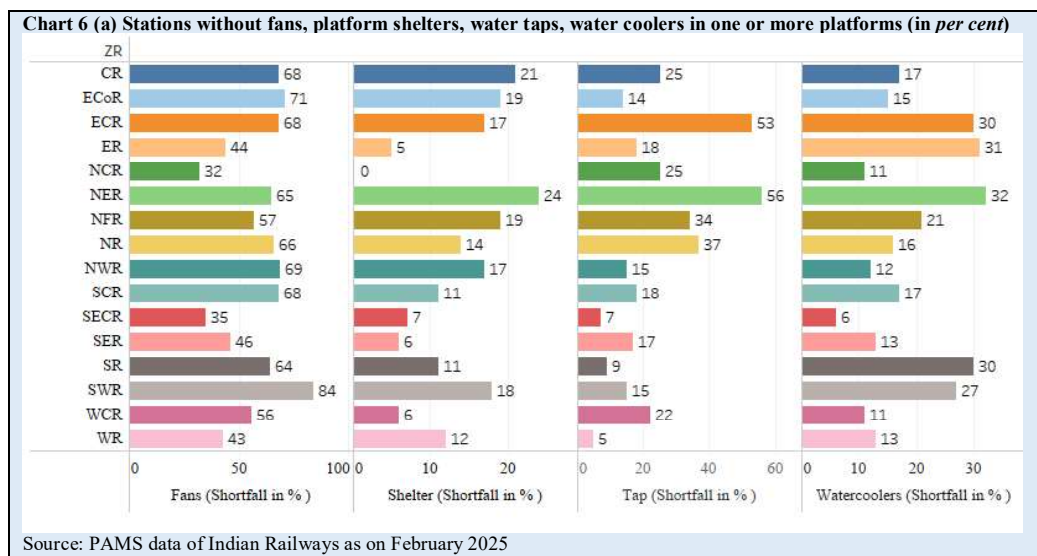
**Chart 5 Shortfall in provision of various passenger amenities against MEA norms
(PAMS data of IR as on February 2025) (in per cent)**



Source: PAMS data of Indian Railways as on February 2025

Further, as per PAMS data of IR, it was noticed that –

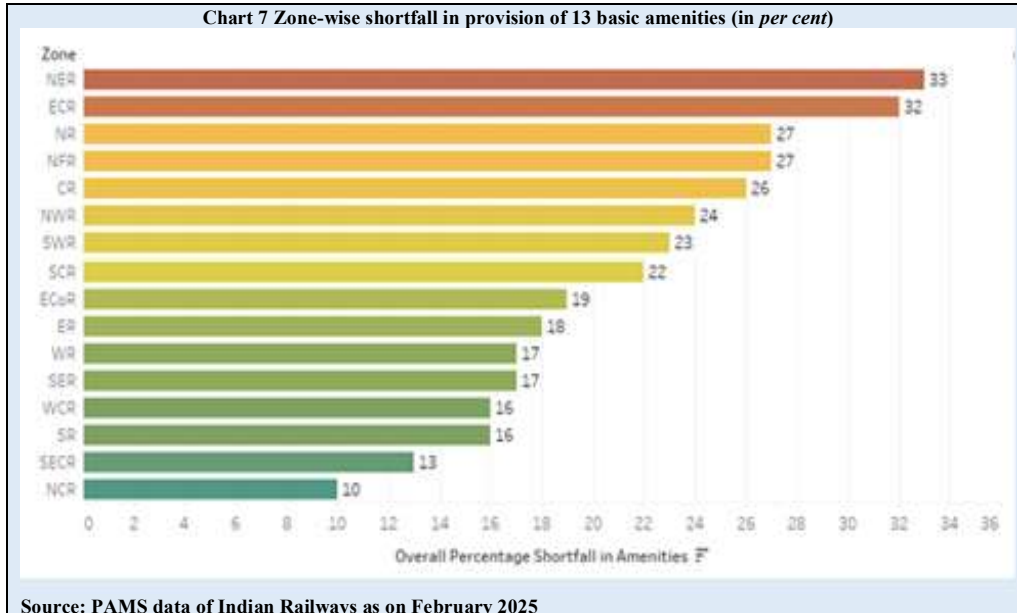
- Urinals were not provided in 214 stations.
- No fans were provided at 5,035 platforms in 3,562 stations.
- Latrines were not provided in 91 stations.
- In 881 platforms pertaining to 800 stations, no shelter was provided.
- In 1,941 platforms pertaining to 1,440 stations, no water tap was provided.
- No water cooler was provided in 1,271 platforms pertaining to 1,118 stations over IR.
- Further, in 521 platforms of 364 stations, water coolers were not provided as per MEA norms.



Shortfall in provision of amenities is expressed as a percentage of the total number of stations in the respective Zonal Railways.

(Annexures PAMS 1 (a) to 12 (f))

Audit further examined the PAMS data pertaining to Indian Railways to assess the overall performance of Zones in provision of 13 basic amenities²⁷ under MEA and noticed that the shortfall in provision of amenities was lowest in NCR (10 *per cent*) and highest in NER (33 *per cent*).



Shortfall in provision of amenities is expressed as a percentage of total number of stations in the respective Zonal Railways. Equal weightage for all the 13 amenities was adopted i.e. $100/13 = 7.69$.

Analysis of PAMS data indicated that out of 22 NSG 1 category stations (stations with annual earnings exceeding `500 crore and outward passenger exceeding 20 million), only five stations across the country ensured the availability of Minimum Essential Amenities viz. water taps, water coolers, seating, waiting hall, platform shelter, urinals, latrines foot over bridge as per MEA norms. The provision of basic amenities such as water taps, seating, waiting hall, latrine and water cooler were lacking at major NSG 1 stations like Chatrapati Shivaji Maharaj Terminus, Dadar, Kalyan, Lokmanya Tilak Terminus, Panvel, Thane, Nagpur (CR), Patna (ECR), Howrah, Sealdah (ER), Gorakhpur (NER), Delhi (NR), Chennai Egmore, Tambaram (SR), Bangalore city (SWR), Ahmedabad, Mumbai Central Main (WR).

(Annexure PAMS 12 (g))

The issue of formulation of action plan and non-achievement of objectives in regard to provision of Minimum Essential Amenities at railway stations was also taken up with Railway Board. RB stated (April 2025) that the provision of MEA is a continuous process and the norms are being reviewed from time to time. Comprehensive instructions for provision of amenities was issued in 2018 and was made after a committee constituted in this regard submitted a report with the proposal for modification in the category of the stations, policy guidelines for MEA, desirable amenities and recommended amenities and scale thereof.

²⁷ Drinking water tap, Waiting Hall, Seating arrangement, Platform shelter, Urinal, Latrine, High level platform, Foot over bridge, Clock, Water cooler, Public Address System, Parking-cum-circulatory area, Electronic Train Indicator Board. (Amenities viz. lighting, fans, timetable display, signage, dustbins were not considered for the analysis as lighting, fans were not quantified in the norms and data on timetable display, signage, dustbins were not available in PAMS).

Further, review of these works was done through periodic returns sent by Zonal Railways on a monthly basis wherein the progress of important items including items mentioned under MEA norms was monitored regularly. As per the return of May 2018, the number of stations having shortfall in MEA as per the norms as on 31.05.2018 was only 762 stations out of total 8,479 stations.

Though RB stated that shortfalls existed only at 762 stations, Audit noticed from the analysis of PAMS data of entire IR that there was large scale shortfall in provision of MEA as cited in Para 2.1.1 (C) above. This huge difference needs to be reconciled by the Railways.

Inconsistency in Passenger Amenity Management System (PAMS) data

RB instructed (April 2018) that additions/modifications to passenger amenities available at the stations should be incorporated in the database 'Passenger Amenities Management System (PAMS) on web-based IRPSM module. MoR in the Action Taken Note for CAG Report No.13 of 2016 stated that details of passenger amenities at stations are updated periodically in the database/web based module. MoR submitted to the Standing Committee on Railways (2020-21) that regular updation of data in IRPSM is ensured by Zonal Railways in co-ordination with Divisions.

Audit examined whether the data on availability of passenger amenities in PAMS module reflected the actual provision of amenities at selected non-Amrit Bharat stations. The PAMS report generated a day or two prior to the inspection was compared with the actual availability of select amenities and it was observed that the data did not reflect the correct position of availability of amenities as given below:

Table 3: Difference in availability of amenities as per PAMS and actuals

Type of Amenity	Actual availability less than that mentioned in PAMS Report	
	No. of stations	No. of platforms
Water taps	140	252
Fans	99	190
Urinals	125	NAP
Latrines	98	NAP

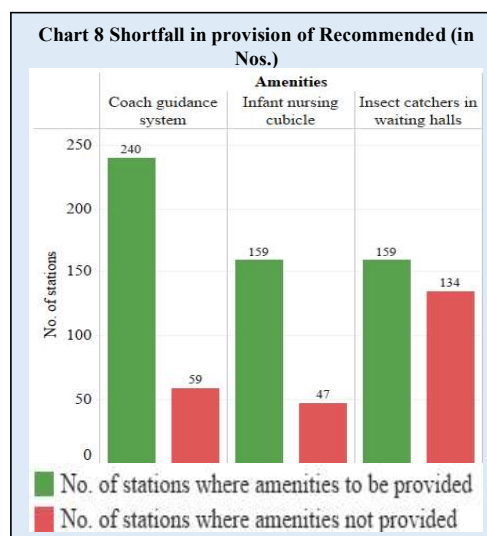
Source: PAMS database and observations made by Audit during Inspection

From the above, it is evident that PAMS data did not reflect the actual availability of amenities at stations. RB stated (April 2025) that assessing requirement of amenities and monitoring availability of amenities are carried out through PAMS module. As the PAMS database does not reflect the correct picture in this regard, the correctness of data in PAMS module needs to be ensured by RB.

(Annexures 23 (a) to (d))

2.1.2 Recommended amenities

As the availability of amenities at stations as per MEA norms may not be commensurate with the actual number of passengers handled at the station, RB desired (April 2018) that the requirement of amenities was to be augmented based on the actual passenger traffic at the station. Hence, the requirement of actual amenities based on traffic as per the norms laid down in RB Circular of April 2018 should be worked out and such augmentation based on this would be termed as the 'Recommended' Amenities (RA). For this purpose, the number of passenger amenities had to be worked out using the prescribed formula given in Annexure IV of Circular dated 9 April 2018.



Audit examined provision of certain Recommended amenities and observed that there were deficiencies in provision of such amenities as given below:

Table 4: Shortfall in provision of recommended amenities

Sl. No.	Amenity	Norms prescribed under RA	No. of selected stations in which the amenity is to be provided	Stations in which amenity not provided/ shortfall observed as against RA norms	
				No. of stations as per first inspection	No. of stations as per second inspection
1	Coach guidance system	NSG 1 to NSG 4	240	59	59
2	Insect catchers in waiting halls	NSG 1 to NSG 3	159	134	134
3	Infant nursing cubicle	NSG 1 to NSG 3	159	49	47

Source: RB policy circular of 9.4.2018 and observations made by Audit during inspection of selected stations

(i) Cover over entire platform

As per the norms for 'Recommended' prescribed by RB in 2003, cover over the entire platform was to be provided at important 'A' category stations. The guidelines issued by RB in 2018 also stipulated that efforts should be to cover the entire platform at important category stations.

Audit noticed that in 121 selected stations²⁸, cover over the entire platform was not provided to protect the passengers from vagaries of weather. It is pertinent to point out that of these 121 stations, 41 stations and 80 stations were of 'A1' and 'A' categories, respectively.

Passengers are exposed to harsh weather conditions (such as rain, sun, or extreme temperatures) due to the absence of adequate shelter. This creates discomfort, especially for elderly passengers, children, and those with reduced mobility for whom it may not be easy to move to sheltered areas. During peak hours or in crowded situations, the limited shelter space could lead to overcrowding under existing sheds, thereby compromising passenger safety and comfort.

²⁸ CR-6, ECoR-10, ECR-10, ER-12, NER-6, NCR-12, NR-13, NWR-1, SCR-9, SECR-5, SER-2, SR-15, SWR-7, WCR-1, WR-12

(ii) Emergency lighting

Emergency lighting was to be provided from auxiliary transformer connected to traction supply or any other source of supply for lighting on each platform (NSG 1 to NSG 3) and from DG set/solar supply, etc. where traction power is not available on each platform (NSG 1 to NSG 5).

Audit noticed that emergency lighting was not provided in platforms of 142²⁹ out of 380 stations.



Though the Ministry of Railways informed the Standing Committee on Railways (2020-21) that in addition to MEAs, new amenities such as ‘Insect catchers’ in waiting halls and infant nursing cubicles had been introduced, Audit observed that there was shortfall in these newly recommended amenities also (Table 4 above). RB Circular of 9.4.2018 itself had mentioned that provision of recommended level of amenities at stations, which is a parameter of adequacy of the scale of amenities provided as per actual passenger volume, has not received adequate attention. It had envisaged that Railways should review the existing facilities vis-à-vis the requirements for recommended amenities and a time-bound action plan had to be made for augmenting the shortfalls, as a thrust area. However, no plan was furnished to Audit by any Zonal Railway.

(Annexures 24 to 28)

2.1.3 Desirable level of amenities

Besides the norms for Minimum Essential Amenities and Recommended Amenities, Railway Board also prescribed (April 2018) norms for ‘Desirable level of amenities’ for various categories of stations. Desirable amenities are those amenities that are considered desirable to improve customer satisfaction and interface process at stations.

Audit examined the provision of these amenities at the selected stations and noticed that though some of the items in the desirable amenities list had been provided in some stations, there were several which were yet to be provided.

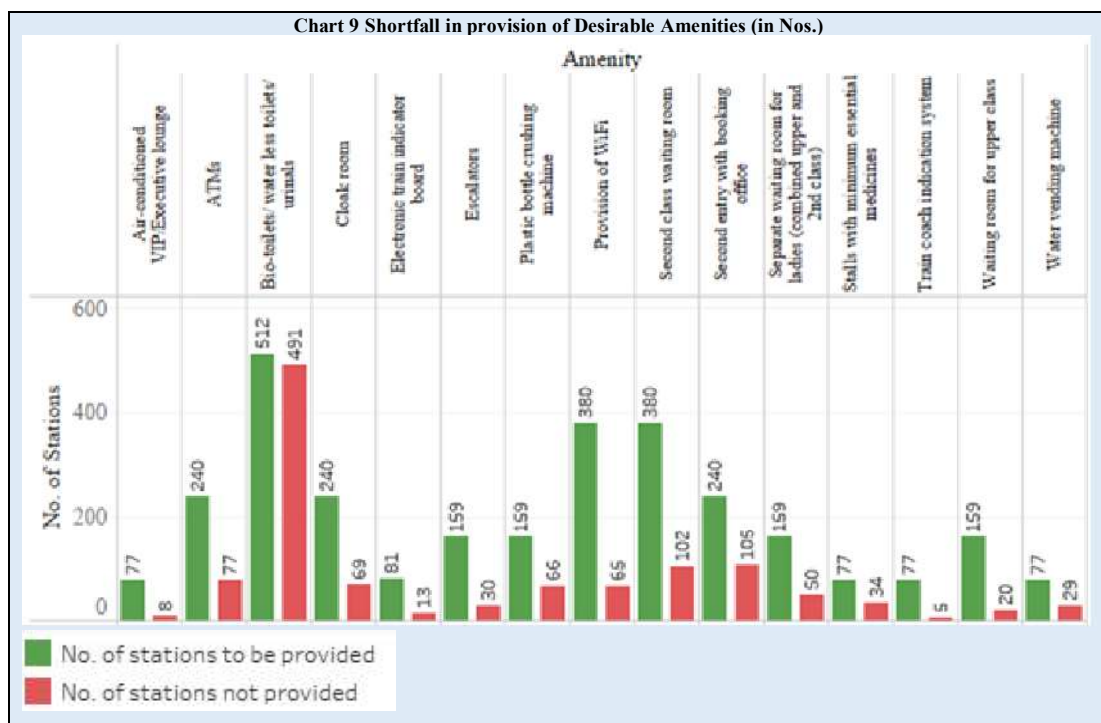
Table 5: Shortfall in provision of amenities as per Desirable Amenities norms

Sl. No.	Amenity	Norms prescribed under DA	No. of stations the amenity to be provided	Stations in which amenity not provided/ shortfall observed as against DA norms	
				No. of stations as per first inspection	No. of stations as per second inspection
1	Waiting rooms				
	Waiting room (with bathing facilities)	NSG 1	18	1	1
	Waiting room for upper class	NSG 1 to NSG 3	159	20	20
	Second class waiting room	NSG 1 to NSG 5	380	102	102
	Separate waiting room for ladies (combined upper and 2nd class)	NSG 1 to NSG 3	159	50	50
2	Water vending machine	NSG 1 & NSG 2	77	30	29

²⁹ CR-6, ECoR-12, ECR-12, ER-5, NCR-7, NER-12, NFR-9, NWR-16, SECR-13, SER-16, SR-5, SWR-15, WCR-6, WR-8

3	Electronic train indicator board	NSG 4	81	13	13
4	Train coach indication system	NSG 1 & NSG 2	77	11	5
5	Bio-toilets/ water less toilets/ urinals	NSG 1 to NSG 6	512	491	491
6	Provision of WiFi	NSG 1 to NSG 5	380	65	65
7	Escalators	NSG 1 to NSG 3	159	30	30
8	Air-conditioned VIP/Executive lounge	NSG 1 & NSG 2	77	8	8
9	Stalls with minimum essential medicines	NSG 1 & NSG 2	77	34	34
10	Cloak room	NSG 1 to NSG 4	240	69	69
11	ATMs	NSG 1 to NSG 4	240	78	77
12	Second entry with booking office	NSG 1 to NSG 4	240	106	105

Source: RB policy circular of 9.4.2018 and observations made by Audit during inspection of selected stations



(i) Plastic bottle crushing machine

As per order³⁰ of Hon'ble National Green Tribunal dated 1.10.2018, to improve cleanliness at stations, plastic bottle crushing machines were to be installed at all major stations. Bottle crushers are listed under desirable category for NSG 1, 2 and 3 categories. However, Audit

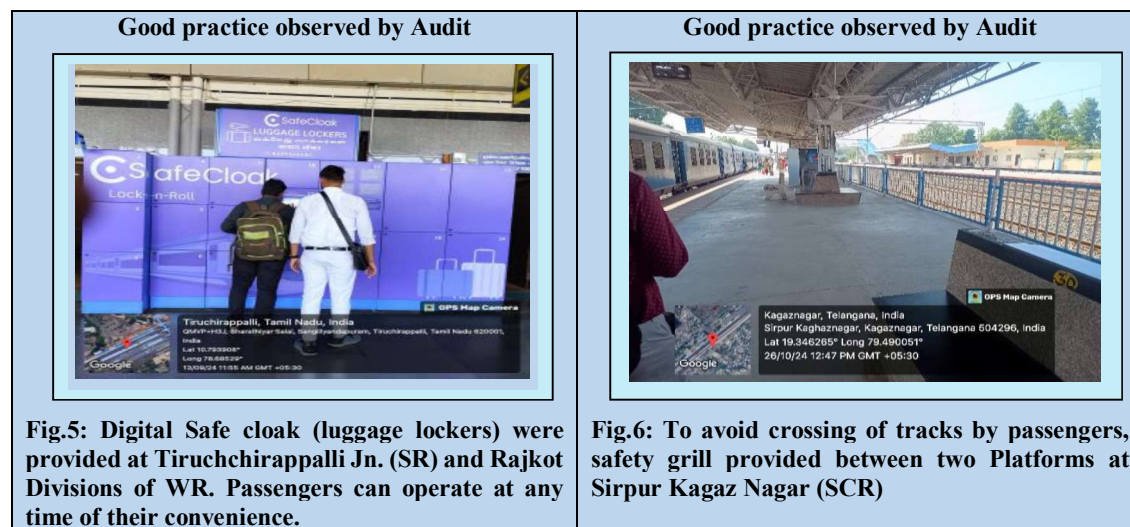
³⁰ In OA No.141/ 2014

noticed that plastic bottle crushing machines were not provided at 66³¹ stations out of the total 159 NSG 1, 2 and 3 category stations.

(Annexures 28 (a) to 40)

(ii) Provision of CCTV cameras

As per RB's instructions, CCTVs for security purpose were to be provided at NSG 1 and 2 stations. Audit noted that cameras had been provided at all the 77 NSG 1 and NSG 2 category stations selected for audit.



MoR in the Action Taken Note for CAG Report No.13 of 2016 stated that Zonal Railways have been advised that provision of desirable amenities need not wait for complete provision of the recommended level and should be provided based on the need and relative importance of stations.

MoR informed the Standing Committee on Railways (2020-21) that in addition to MEAs, new amenities such as bio-toilets/waterless toilets, water vending machines, wi-fi etc. had been introduced.

Shortfall of amenities such as water taps³², platform shelters³³, fans³⁴, urinals/toilets³⁵, water cooler³⁶, coach indication boards³⁷, coach guidance system³⁸, signages³⁹, electronic train indicator board⁴⁰, waiting room⁴¹ etc. were periodically observed by various consultative committees (ZRUCC/DRUCC), SIGs and by Railway officials during inspections across various Zones.

(Statement A)

³¹ CR-8, ECoR-8, ECR-1, ER-1, NCR-3, NER-6, NFR-8, NR-5, NWR-7, SECR-4, SR-1, SWR-5, WCR-7, WR-2

³² CR, ECR, ER, NFR, SECR, SER, SR, SWR, WCR, WR

³³ CR, ECoR, ECR, ER, NER, NFR, NWR, SCR, SECR, SER, SR, SWR, WCR, WR

³⁴ CR, ECoR, ECR, ER, NCR, NFR, NWR, SECR, SER, SR, SWR, WR

³⁵ ER, NFR, SECR

³⁶ CR, ECoR, ECR, ER, NFR, SECR, SR, SWR

³⁷ CR, ECoR, ER, NFR, NR, SCR, SECR, SER, SR, WCR, WR

³⁸ CR, ECR, ER, NFR, SECR, SR

³⁹ CR, ECR, ER, NCR, NFR, SER, SR, WR

⁴⁰ CR, ER, NFR, SR

⁴¹ CR, ECoR, ECR, ER, NCR, NFR, SECR, SR, SWR

However, despite assurances given by MoR to the Standing Committee on Railways and through ATNs, Audit noted that more initiatives are required to be taken by MoR to ensure availability of the prescribed amenities to passengers in order to improve customer satisfaction.

(iii) Train coach indication board

On analysis of PAMS data maintained for train coach indication boards over IR, it was noticed that train coach indication boards were not provided in 120 platforms of 55 NSG 1 and NSG 2 stations.

(Annexures PAMS 13 (a), 13 (b))

2.2 Amenities for Divyangjans

To implement the provisions of 'Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act 1995, RB issued (July 1999) guidelines for provision of short term and long-term facilities for Divyangjans.

a) Short term facilities

- Provision of standard ramp with railing for barrier free entry
- Earmarking of at least two parking lots
- Provision of a non-slippery walkway from parking lot to building
- Provision of signages of appropriate visibility
- Provision of at least one drinking water tap suitable for use by a disabled person
- Provision of at least one toilet on the ground floor.

b) Long term facilities

- Provision of facility for inter-platform transfer
- Engraving on edges of platforms.

RB reiterated provision of these facilities for Divyangjans in the 'Comprehensive instructions for provision of passenger amenities' in 2007, 2012 and 2018. RB specified (April 2018) that the short-term facilities for Divyangjans are to be provided at all stations. As a long term measure, facility for inter-platform transfer and engraving on edges of platforms were to be provided at NSG 1 to NSG 4 category of stations. The inter-platform transfer facility was to be provided through pathways at the end of platforms for disabled passengers on wheelchairs; pathways at platform ends, wherever not provided, should be provided in a time bound manner, beginning with NSG 1 to NSG 4 category stations. Engravings on platform edges may also be taken up progressively beginning with NSG 1 to NSG 4 category stations.

Further, as part of 'Sugamya Bharat Abhiyan' or 'Accessible India Campaign' of Government of India as per Section 41(1) of 'The Rights of Persons with Disabilities Act, 2016', RB issued (February 2020) harmonised guidelines for standards of accessibility and provision of facilities for persons with Disabilities (Divyangjans) in Indian Railways.

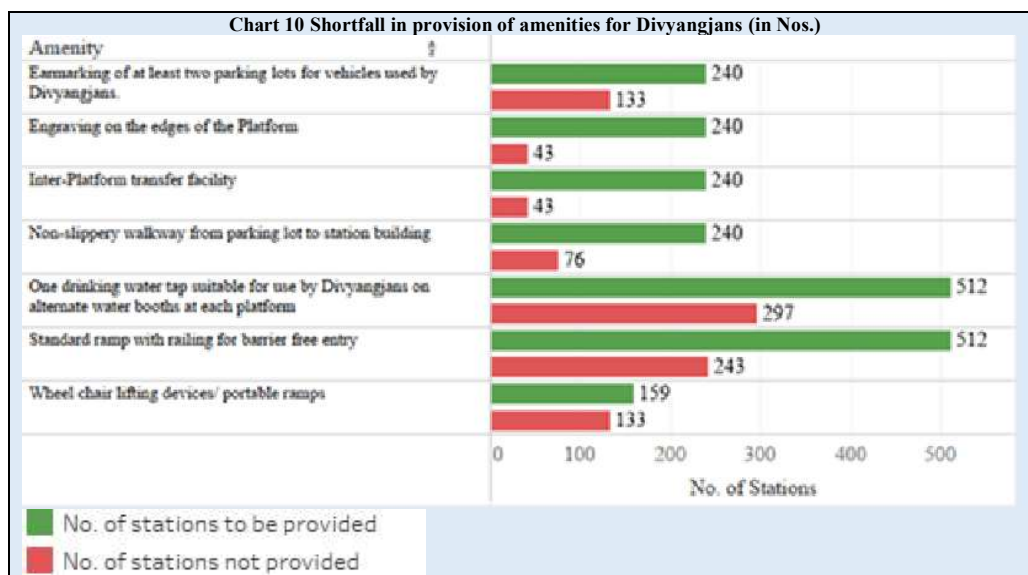
A. Audit examined compliance by the Zonal Railways to the instructions of RB (April 2018) in the selected stations and the results of the examination are given below:

Table 6: Shortfall in provision of amenities for Divyangjans

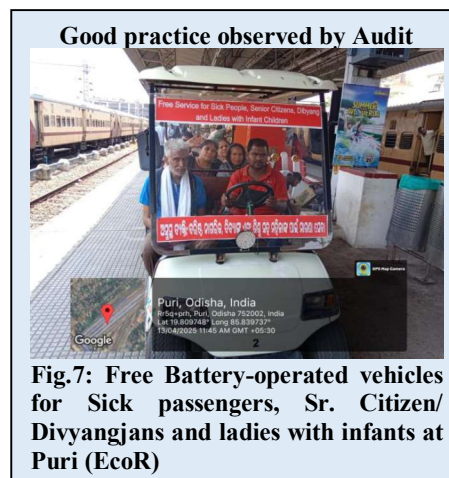
Sl. No.	Amenity	No. of stations in which the amenity is to be provided	No. of stations as per first inspection	No. of stations as per second inspection
1	Standard ramp with railing for barrier free entry	512	246	243

2	Earmarking of at least two parking lots for vehicles used by Divyangjans. (NSG 1 to NSG 4)	240	135	133
3	Non-slippery walkway from parking lot to station building (NSG 1 to NSG 4)	240	76	76
4	One drinking water tap suitable for use by Divyangjans on alternate water booths at each platform	297	297	297
5	Inter-Platform transfer facility (NSG 1 to NSG 4)	240	44	43
6	Engraving on the edges of the Platform (NSG 1 to NSG 4)	240	43	43

Source: RB policy circular of 9.4.2018 and observations made by Audit during inspection of selected stations.



- Wheelchairs were not available at 12⁴² out of 512 stations.
- Portable ramp for Divyangjans/elderly passengers to board/de-board trains was not available at 133⁴³ out of 159 NSG 1 to NSG 3 category stations. Availability of portable ramps was not announced through Public Announcement System at 23⁴⁴ stations out of 26⁴⁵ stations.
- Regarding awareness on availability of wheelchairs and battery-operated cars, 26 *per cent* and 67 *per cent* passengers surveyed stated that they were not aware of such facility, respectively.



⁴² ECR-7, ER-2, NR-1, SECR-1, SWR-1

⁴³ CR-9, ECoR-4, ECR-10, ER-11, NCR-9, NER-6, NFR-9, NR-12, NWR-11, SCR-11, SECR-7, SER-7, SR-1, SWR-8, WCR-8, WR-10

⁴⁴ ECoR-3, ER-2, NCR-1, NER-1, NR-3, SECR-1, SR-12

⁴⁵ ECoR-4, ECR-1, ER-2, NCR-2, NER-1, NR-3, SECR-1, SR-12

- Waiting hall for senior citizens and Divyangjans was not available in 16 stations⁴⁶ out of 18 (NSG 1) stations.

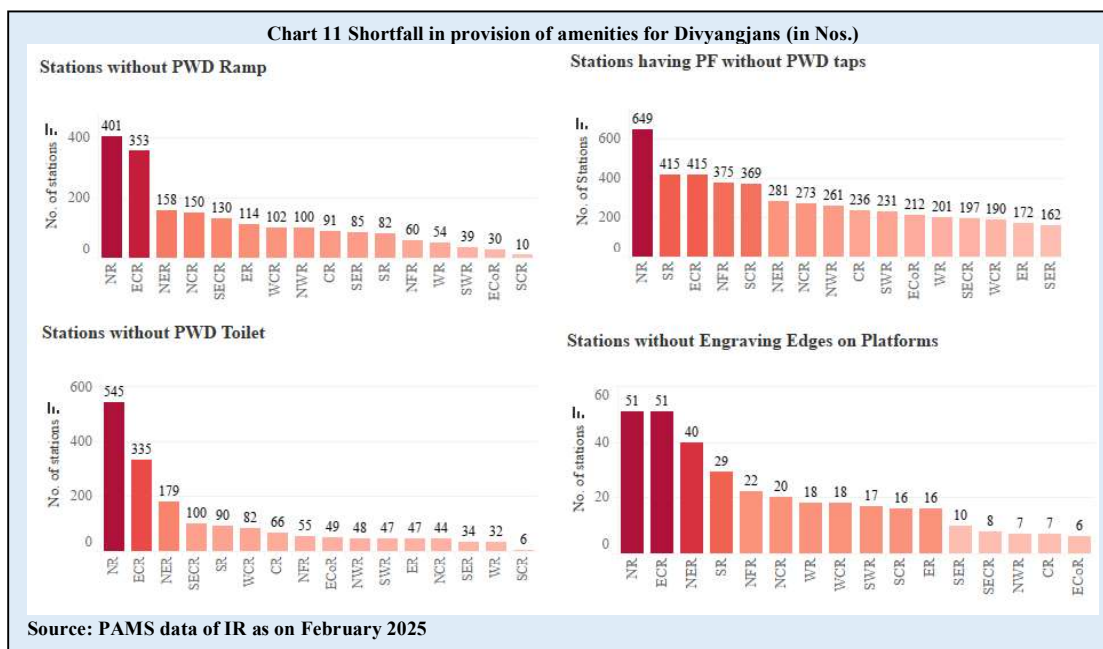
Facility for hassle-free movement of passengers on wheel chairs was placed under 'Desirable amenity' for NSG 1 to NSG 3 category stations only. Though this facility is required by all Divyangjans and senior citizens with limited mobility, RB has not considered to provide this facility at all stations.

B. On analysis of PAMS data of IR maintained for provision of amenities for Divyangjan passengers, it was noticed that there were acute shortages in provision of amenities for such passengers as given in the table below:

Table 7: Shortfall in provision of amenities for Divyangjans as per PAMS data of IR (February 2025)

Sl. No.	Amenity	No. of stations to be provided	Stations with deficiencies	
			Total stations	NSG 1 category stations (out of col. 4)
1	2	3	4	5
1	Ramps for barrier free entry	5920	1959	6
2	Water taps for Divyangjans	5920	4639 (7,779 PFs)	17
3	Divyangjan toilets	5920	1759	4
4	Engraving on the edges of the platforms (NSG 1 to NSG 4)	693	336 (688 PFs)	16

From the above table, it is evident that there were shortfall in basic amenities for Divyangjans even in NSG 1 category stations.



(Annexures PAMS 14 to 17 (b))

C. Audit examined whether the standards of accessibility and facilities for Divyangjans as

⁴⁶ CR-2, ECR-1, ER-2, NER-1, NR-3, SCR-1, SR-3, WR-3

envisaged by RB (February 2020) were provided as applicable in the selected stations and the results of the examination are as given below:

(i) Information system accessibility

(a) Webpage/website of Railways

A website of IR should have a separate and dedicated one click template for Divyangjans displaying all the information and facilities available for them in stations as well as in trains. The following accessibility-related information was to be displayed station-wise on the webpage for NSG 1 to NSG 4 category stations:

- ✓ Accessibility assistance – availability of wheelchairs, battery operated cars, Divyang sahayak⁴⁷.
- ✓ Accessible amenities/ infrastructure – availability of dedicated parking, location of parking, toilets, water booths, help booths etc.
- ✓ Availability of Divyang friendly coach in a train.

No separate and dedicated one click template displaying all the information and facilities available for them in stations as well as in trains were available in any Zone.

SR Administration stated (January 2025) that the information is available in the website of Southern Railway. However, on cross-check of actual availability of amenities at the selected stations in SR with the website, there were discrepancies between the actual availability and the website as shown in Table 8 below:

Table 8: Difference in amenities shown as available in the Website and actual availability

Amenity for Divyangjans	Available as per website at	Noticed during joint inspection of the stations
Parking lot	KPD, VAK, MDU, TEN, VPT, CBE, MLMR	Not available
Ramps	KZE, SA	Not available
Water tap	TBM, KPD, MLMR, PGT, TVC, AWY, VAK, NGT, MDU, VPT	Not available

Source: sr.indianrailways.gov.in

(b) Mobile App

A dedicated mobile app is to be developed by MoR containing information of all passenger amenities, including Divyangjan amenities at stations as per RB guidelines (February 2020) for providing facilities/amenities at stations for persons with disabilities. However, no such dedicated mobile-app has been developed by MoR.

(ii) Station accessibility

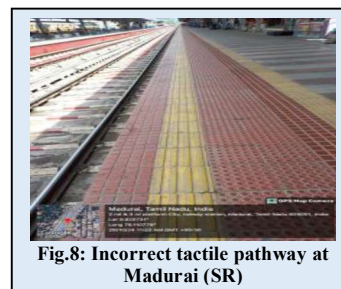
Audit examined the compliance of the zones to the RB's instructions (February 2020) and deficiencies in provision of amenities to Divyangjans are given in the table below:

⁴⁷ Persons available at stations to assist Divyangjans

Table 9: Shortfall in provision of amenities for Divyangjans as per RB's instructions (February 2020)

Sl. No.	Amenity	No. of stations to be provided	No. of stations in which deficiencies noticed
1	Announcement regarding position of Divyang friendly coach	512	273
2	Announcement with sign language displayed through digital screens (NSG 1)	18	16
3	Braille signages (NSG 1 and NSG 2)	77	34
4	Coach position display system	512	343
5	Ramps with double height handrails	512	149
6	Low height ticket counters (NSG 1 to NSG 3)	159	69
7	Help booths (NSG 1 to NSG 3)	159	131
8	Priority seating arrangements at stations/waiting halls	512	490
9	Tactile guiding and warning blocks (NSG 1 and NSG 2)	77	50
10	Divyangjan friendly toilet	512	134
11	One drinking water tap suitable for use by Divyangjans on each PF (NSG 1 to NSG 4)	240	112
12	Inclusion of aspects pertaining to Divyang facilities/services in the inspection reports of Railway officials (NSG 1 to NSG 6)	512	425

- In 27 stations where tactile pathways are provided, it did not lead to FOB/ Lifts/ Subways.
- In Madurai Junction (SR) the tactile pathway was incorrectly laid near the platform edge instead of 1800 mm away from the platform edge.
- Out of 62 non-Amrit Bharat stations under NSG 1 to NSG 4 categories, one drinking water tap suitable for use by Divyangjans was not provided in 83 platforms of 43 stations⁴⁸.



Further, non-provision/inadequate provision of amenities for Divyangjans such as inter-platform transfer, wheel chairs, water taps, lifts, toilets etc. were also observed by consultative committees (ZRUCC/DRUCC), SIGs and officials of Railway Administration of various Zones⁴⁹. However, during joint inspection Audit noticed that deficiencies still persist in provision of such amenities for Divyangjans.

(Statement A)

D. Opinion of Divyangjans

Audit interviewed 374 Divyangjans to seek their opinion on the adequacy of provision of amenities for Divyangjans at stations and on any new amenities that may be required as per their experience.

- 131 (35 per cent) Divyangjans stated that the provision of amenities for Divyangjans at stations was inadequate.

⁴⁸ CR-1, ECR-4, ER-5, NCR-2, NER-2, NFR-5, NR-7, NWR-1, SCR-4, SECR-1, SR-6, SWR-3, WR-2

⁴⁹ CR, ECoR, ECR, ER, NFR, SCR, SECR, SER, SR, WR

- **Areas of inadequacy in facilities as specified by Divyangjans:**
 - Toilets/wash rooms meant for Divyangjans are kept closed in almost all stations. Information on availability of keys is not displayed;
 - Non-availability of low height drinking water booths;
 - Non-availability of parking lots and non-slippery pathways for platforms;
 - Platform height is not convenient to board/alight from trains;
 - Lifts are not provided along with FOBs;
 - Divyangjans are given lowest priority for using battery cars;
 - Battery car operators charge more than the specified amount and prefer to carry luggage of passengers who pay higher amount by restricting the luggage of Divyangjans;
 - No ramps are readily available in stations for persons using wheelchairs to board the train;
 - Non-availability of low height ticket counter;
 - No announcement regarding position of Divyangjan coaches in trains.
- **Suggestions for improved facilities as specified by Divyangjans –**
 - There should be a Railway app and website to book wheelchairs and battery cars at both starting and ending stations.
 - Battery car should be provided at all stations free of charge and on priority for Divyangjans.
 - Wheelchair users should be able to access all trains and all parts of the station independently.
 - Separate toilets may be provided for female Divyangjans.
 - Availability of keys to Divyangjan toilets may be ensured.
 - Specified parking for Divyangjans may be provided and its availability for use by Divyangjans may be ensured.
 - Portable ramps/wheelchair lifting device may be provided at all stations;
 - There should be a process and service to avail wheelchair near the coach while alighting at all stations especially in small stations at all times.
 - There should be a dedicated centrally managed department to attend and address concerns and complaints from differently abled persons.
 - Wheelchairs provided at stations should be compatible to board/ de-board train.
 - In each train some helpdesk contact should be provided for differently abled persons to have direct contact with them for any kind of help or information.
 - Tactile guiding pathways should be provided.
 - Lift/escalators/FOBs with ramp and railing should be provided.
 - There should be an enquiry counter for deaf and dumb passengers.

(Annexures 41 to 60)

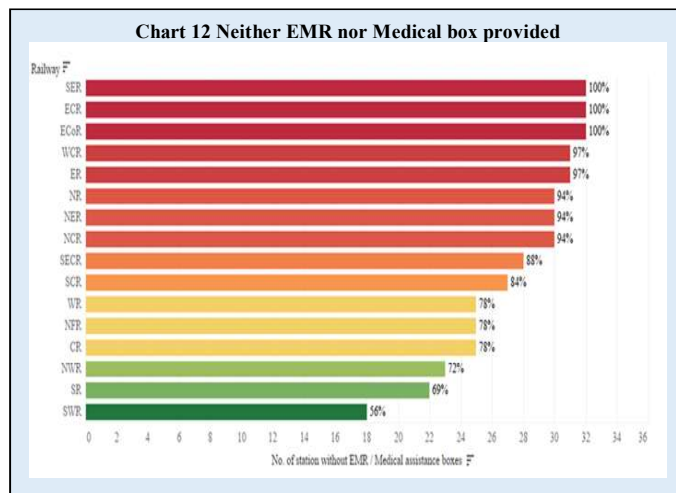
2.3 Medical care of rail passengers in emergency

For providing commensurate medical care to rail passengers in emergency, RB decided (March 2018) to amend the contents of first-aid-boxes (renamed as medical boxes) provided at all railway stations. The contents of the medical boxes was to be modified as per the report submitted by the expert committee constituted by the All India Institute of Medical Sciences (AIIMS), New Delhi.

Further, RB stated that Railways may explore the possibility of establishment of Emergency Medical Rooms (EMRs) by medical professional groups on tendering basis. Such EMRs will be made liable to make arrangements for medical boxes as recommended by AIIMS. At stations where professional groups were not interested to establish EMRs, Railways was to provide medical assistance boxes as per AIIMS recommendations. RB reiterated (November 2022) to provide medical boxes having medicines, consumables and oxygen cylinders etc. which were required to be provided at all railway stations as per the directions⁵⁰ of the Hon'ble Supreme Court of India.

Audit examined the compliance of Zonal Railways in this regard at the 512 selected stations and noticed that –

- In 17 stations⁵¹, EMR with medical assistance boxes as recommended by AIIMS was available.
- In 15 stations⁵², EMR was available. However, medicines/consumables were not available as per AIIMS recommendations.
- In 39 stations⁵³, no EMR was available but medical box as recommended by AIIMS was available
- Neither EMR nor medical box as recommended by AIIMS, was available at 441 stations⁵⁴,
- Folding stretchers were not available at 37 stations⁵⁵.
- At four stations (Arariya Court, Hamilton Ganj, Cooch Behar and Kaithalkuchi of NFR) medicines/ consumables in the first aid box were past their expiration dates. On being observed by Audit, the expired medicines at Hamilton Ganj was replaced with medicines that were within its shelf life.



From the above facts, it is evident that medical care to rail passengers in emergency as per instructions of RB is yet to be complied by the Zones.

(Annexures 61 to 65)

2.4 Provision of toilets and availability of amenities at toilets

⁵⁰ Civil Appeal No.3224 of 2006

⁵¹ CR-4, ER-1, NCR-1, NFR-2, NR-1, SCR-5, SWR-1, WCR-1, WR-1

⁵² CR-1, NFR-4, SR-10

⁵³ CR-2, NCR-1, NER-2, NFR-1, NR-1, NWR-9, SECR-4, SWR-13, WR-6

⁵⁴ CR-25, ER-31, ECoR-32, ECR-32, NCR-30, NER-30, NFR-25, NR-30, NWR-23, SCR-27, SECR-28, SER-32, SR-22, SWR-18, WCR-31, WR-25

⁵⁵ CR-7, ECoR-2, ECR-3, ER-4, SCR-1, SECR-2, SR-9, SWR-5, WCR-3, WR-1

Introduction of Pay and Use toilets was considered by RB (31.5.2000) as one of the steps to improve sanitation at railway stations. RB prescribed guidelines/instructions for provision and maintenance of various types of Pay and Use toilets at stations. The Pay and Use toilets in Indian Railways are provided under the following categories:

- Deluxe toilets (BOT)
- Normal Pay and Use toilet.
 - Build Operate and Transfer (BOT)
 - Renovate Operate Maintain and Transfer (ROMT)
 - Operation and Maintenance (O and M)
- Departmentally maintained toilets.

RB issued (June 2006 and June 2012) policy guidelines for 'Pay and Use toilets'. As per the policy;

- Deluxe Toilets should be provided in the circulating areas of 'A1', 'A', 'B' category of stations⁵⁶ with value added services.
- Normal Pay and Use toilets should be available at platforms of 'A1', 'A', 'B' category stations at one end.
- At 'D', 'E', 'F' category of stations also, adequate number of 'Pay and Use' toilets should be available at appropriate locations.
- At smaller 'D' and 'E' category of stations, Railways shall construct the toilet units and the contract to operate them on 'Pay and Use' basis may be awarded to a suitable service provider.

RB instructed (June 2015) Zonal Railways to formulate a policy for operation and maintenance of toilets to provide clean and well-maintained toilets at various categories of stations as an essential amenity to passengers. MoR in the Action Taken Note for CAG Report No.13 of 2016 stated that the policy for operation and maintenance of toilets has been framed by all ZRs. MoR informed the Standing Committee on Railways (2020-21) that Zonal Railways were authorised to frame policy for operation and maintenance, including cleanliness of toilets at various categories of stations.

Audit observed that a policy for operation and maintenance of toilets at various categories of stations has been formulated by all ZRs.

A. Provision of toilets

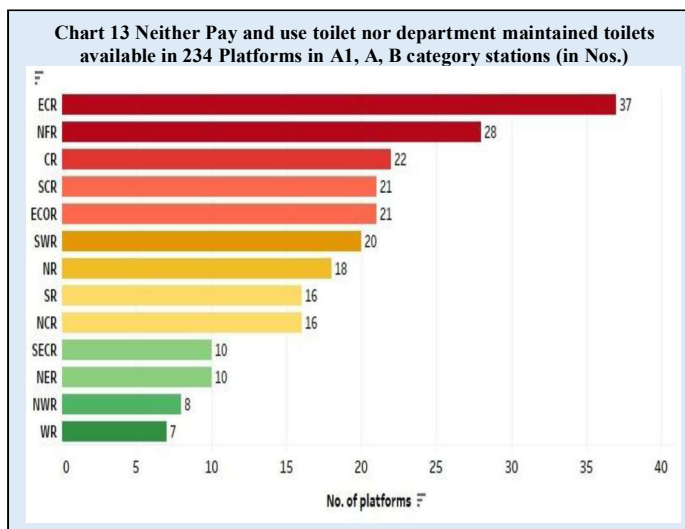
At the sampled 512 stations, Audit assessed the availability of 'Deluxe' toilets and normal Pay and Use toilets at the erstwhile 'A1', 'A' and 'B' category stations and normal 'Pay and Use' toilets at one end of platforms of 'A1', 'A' and 'B' category stations. Further, availability of adequate Pay and Use toilets at appropriate places in 'D' and 'E' category of stations were also examined.

- No functional toilets were available in 18 stations⁵⁷.

⁵⁶ For provision of toilets, erstwhile category of stations viz. 'A1', 'A', 'B', 'D', 'E' are being followed by RB.

⁵⁷ ECoR-5, NCR-5, NFR-1, SCR-2, SECR-4, SER-1

- Deluxe toilets were yet to be provided in 205⁵⁸ out of the 247 (A1'-68, 'A'-111, 'B'-68) stations and no 'Pay and Use' toilets were available in 148 stations⁵⁹ (341 platforms).
- At 107 out of the 341 platforms, toilets were maintained departmentally by the Railways. In the remaining 234 platforms, neither Pay and Use toilet nor departmentally maintained toilet was available for passengers' use.
- Of the 263 'D' and 'E' category stations, neither 'Pay and Use' nor departmentally maintained toilets were available at 36 stations⁶⁰.



On analysis of PAMS data of IR (as on February 2025), it was noticed that 'Pay and Use' toilets were not provided in 1,319 platforms of 620 stations.

(Annexures 66 to 69, PAMS 18 (a), 18 (b))

B. Provision of amenities in toilets

(i) Deluxe toilets

RB prescribed (June 2006) the details of compulsory/desirable amenities to be provided in these toilets.

Compulsory amenities (for 'A1', 'A', 'B' category stations)

Amenities such as bathing/shower facilities with provision of hot and cold water, plastic mug and good quality bucket, urinals, separate toilets for ladies, gents and Divyangjans, at least one toilet of European style, mirror, hangers, fans, drinking water, mini cloak room, wash basins with provision of soap solution for hand washing and hand drier were compulsorily to be provided at deluxe toilets in 'A1, A and B category stations.

Desirable amenities (for 'A1' category stations)

Desirable amenities such as Automatic Vending Machines for hot and cold beverages, lounge and provision for shoe polish were to be provided at deluxe toilets in 'A1' category stations.

Apart from the above, the following aspects were envisaged in the guidelines of RB for construction of Deluxe toilets in 'A1, A, B' category stations:

⁵⁸ CR-9, ECoR-13, ECR-11, ER-15, NCR-9, NER-14, NFR-19, NR-12, NWR-14, SCR-17, SECR-13, SER-11, SR-16, SWR-13, WCR-7, WR-12

⁵⁹ CR-10, ECoR-11, ECR-14, ER-1, NCR-10, NER-15, NFR-19, NR-8, NWR-6, SCR-14, SECR-13, SR-5, SWR-8, WCR-3, WR-11

⁶⁰ ECoR-12, ECR-1, ER-7, NCR-5, NFR-1, SECR-4, SR-5, SWR-1

Automatic flushing of urinals, adequate provision of exhaust fans for effective ventilation, separate bathing and changing area, hand wash area and sinks separately for gents and ladies, and litterbins for garbage disposal.

- Provision of the stipulated amenities was verified during inspection of the 56 deluxe toilets in 42 stations and it was noticed that in 53 deluxe toilets there were deficiencies in provision of compulsory/desirable amenities as envisaged by RB for deluxe toilets.
- RB specified (June 2006) the details of compulsory/desirable amenities to be provided by the contractor in the deluxe toilets. However, there was no clause in the ongoing agreements for provision of compulsory/desirable amenities in respect of 12 toilets⁶¹. Though the agreement for the remaining 41 toilets provided for ensuring provision of compulsory/desirable amenities and penalty clause for default, in 27 contracts, no action was taken by the Railway Administration for levy of penalty for non-provision of amenities.

(Annexures 70 to 70 (d))

RB (April 2018) stipulated that in NSG 1 to NSG 3 category stations, urinals shall have provision for auto flush after every use. Further, wash basins should invariably be provided near the urinals. RB (June 2012) specified that one of the toilets should be Divyangjan friendly and adequate number of exhaust fans were to be provided. However, Audit noticed that:

- Urinal with auto flush after every use was not provided in 149 (NSG 1 to NSG 3) stations⁶².
- Washbasin near the urinals was not provided in the toilets at 161 stations⁶³.
- No separate toilet for ladies were provided at 14 stations⁶⁴.
- Exhaust fans were not provided at toilets in 41 stations⁶⁵.

Thus, there was a shortfall in the provision and operation of 'Pay and Use' toilets, and also in the provision of amenities in toilets.

(Annexures 71 to 74)

2.5 Unauthorised entry points

RB instructed (April 2018) that all unauthorised entry points into the stations, irrespective of their class should be closed excepting the specified exit and entry. Further, RB instructed (March 2019) ZRs to prepare action plan for construction of boundary wall to prevent littering of garbage.

During inspection of the selected stations Audit found that there were unauthorised entry points at 270 stations⁶⁶.

⁶¹ ECR (DHN, PNBE), ER (BGP, JSME, MDP, RNG, JMP), NER (CPR), NR (UMB, SRE, HW), SER (BLS)

⁶² CR-9, ECoR-8, ECR-10, ER-13, NCR-11, NER-7, NFR-9, NR-15, NWR-11, SCR-9, SECR-8, SER-5, SR-13, SWR-8, WCR-5, WR-8

⁶³ CR-2, ECoR-5, ECR-20, ER-17, NCR-19, NER-16, NFR-3, NR-7, NWR-2, SCR-6, SECR-20, SER-12, SR-6, SWR-8, WCR-17, WR-1

⁶⁴ ECR-6, NCR-2, SCR-2, SECR-1, SWR-2, WCR-1

⁶⁵ CR-1, ECoR-2, ECR-10, ER-6, NCR-3, NFR-4, NR-4, SCR-1, SECR-2, SR-6, WCR-2

⁶⁶ CR-14, ECoR-20, ECR-23, ER-9, NCR-24, NER-16, NFR-25, NR-6, SCR-18, SECR-30, SER-18, SR-22, SWR-13, WCR-14, WR-18

Fig.9: Unauthorised entry to platform at Bandakpur (WCR)



Fig.10: Unauthorised entry from PF to a dwelling unit at Nidamangalam (SR)



Though RB instructed to close all unauthorised entry points into stations, such entry points still exist.

(Annexure 75)

2.6 Maintaining website/ webpage on passenger amenities/ sanitation at stations

In compliance to National Green Tribunal (NGT) order⁶⁷, RB instructed (March 2019) that each Zonal Railway and Division maintain a website and a webpage of each of the 37 stations identified by RB for development as 'Eco Smart Stations' and further directed (April/May 2019) that the remaining 720 major stations (NSG1 to NSG 4) to be covered within one year. The website/ webpage may be opened by the Division with the following parameters:

- Details of the station and the available passenger amenities;
- Existing method of cleanliness/sanitation;
- Action plan for maintaining/improving cleanliness at stations and tracks etc. with verifiable indicators;
- Options for comments of the public.

However, no website/webpage as required by NGT orders was maintained (31.3.2024) by any of the Zones.

2.7 Analysis of norms for provision of passenger amenities at stations

Audit analysed the trend of basic amenities authorised by Railway Board at various categories of stations in the last fifteen years.

In 2003, the stations were classified in six categories viz. 'A', 'B', 'C', 'D', 'E' and 'F' depending upon the earnings, which is an indicator of the passenger traffic. In 2007, RB introduced a new category of station 'A1' to provide best amenities at the most important railway stations. In 2018, RB introduced a new categorisation of stations. Non-suburban stations were categorised as 'NSG 1' to 'NSG 6' based on earnings and outward passengers handled at the station.

The originating non-suburban passengers in Indian Railways increased from 2,126 million in 2003-04 to 3,621 million in 2017-18 and fell sharply to 2,924 million in 2023-24 (post COVID pandemic period).

⁶⁷ In OA No.141/ 2014

A. Basic amenities to rail passengers at stations

The quantum of basic passenger amenities such as drinking water, urinals, latrines, platform shelters and seating arrangements fixed by RB for various categories of stations since 2003 to 2018 is given below:

Table 10: Norms of Minimum Essential Amenities to be provided at stations

Quantum fixed for provision of Minimum Essential Amenities					
Sl. No.	Amenity	Minimum* (for least category station)		Maximum** (for highest category station)	
		2003	2018	2003	2018
1	Drinking water taps on each platform	1 No.	2 Nos.	12 Nos.	20 Nos.
2	Urinals	1 No.	1 No.	10 Nos.	12 Nos.
3	Latrines	1 No.	1 No.	10 Nos.	12 Nos.
4	Platform shelter in each platform	50 sq.m.	50 sq.m.	400 sq.m.	500 sq.m.
5	Seating arrangements	10	10	100	150
6	Fans	For covered platforms having width of 6-9mts, one row of fans should be provided @ one fan in the centre of supporting columns. For covered platforms with more than 9mts width, fans should be provided in 2 rows			

Source: RB policy circular of 24.6.2003 and 9.4.2018

* For the least category station

** For the highest category station

Though there was significant increase in the passenger traffic carried by IR, there was no commensurate/significant increase in the quantum of basic amenities to be provided for the passengers at stations since 2003.

B. Trend of increase in provision of minimum amenities – vis a vis– passengers handled

RB prescribed norms of Minimum Essential Amenities at various categories of non-suburban stations. An analysis of the prescribed number of water taps, water coolers, urinals, latrines and the minimum/maximum number of passengers dealt at any time at each category of stations in IR indicate that the prescribed quantum of amenities is not commensurate with the number of passengers as given in the table below:

Table 11: Quantum of amenities -vis a vis-minimum and maximum passengers handled at stations at any time⁶⁸ (in nos.)

Station Category	Average No. of PFs#	Maximum number of Passengers (at any time)		Water taps as per MEA norms per platform	Water taps		Water coolers as per MEA norms per platform for NSG 1 to NSG 4 and per station for NSG 5	Water cooler		Urinals/ Latrines as per MEA norms	Urinals/ latrines	
		Lowest*	Highest*		Min. pass. per tap	Max. pass. per tap		Min. pass. per cooler	Max. pass. per cooler		Min. pass. per urinal/ latrine	Max. pass. per urinal/ latrine
NSG 1	8	1296	39000	20	8	244	2	81	2438	12	108	3250
NSG 2	4	408	35838	20	5	448	2	51	4480	12	34	2987
NSG 3	3	57	8727	20	1	145	2	10	1455	10	6	873
NSG 4	2	19	9073	20	0	227	2	5	2268	6	3	1512
NSG 5	2	23	8000	8	1	500	1	12	4000	4	6	2000
NSG 6	2	1	2019	2	0	505	0	NAP	NAP	1	1	2019

Source: PAMS data of IR as on February 2025

#Average number of platforms considered for analysis under each category of stations

** Under each category of station, the maximum number of passengers at any time as per PAMS data was extracted, out of which stations having the lowest and highest footfall at any time have been taken for analysis.

RB stated (April 2025) that the norms are being reviewed from time to time, but accepted that there were no substantial changes from the instructions issued in 2012 for provision under MEAs and the revised instructions issued in 2018 except for the provision of FOBs and high level platforms. RB further stated that considering the traffic volume and expectations of the travelling public, modifications/addition/deletion in various passenger amenities were made (February 2022) in the 2018 policy.

Audit analysis of the quantum of amenities stipulated under MEA in 2003 to 2018 and the trend of increase in passengers handled at stations reflected that there was no significant increase in the quantum of amenities. Consequently, the prescribed quantum of amenities was not commensurate with the number of passengers handled at any time in the station.

Conclusion

The CAG's Audit Report no 13 of 2016 had highlighted several shortfalls in the provision of passenger amenities at stations nearly a decade ago. Deficiencies persist in provision of various types of minimum essential amenities across different zones despite the assurances given to the Parliamentary Committees.

Despite assurances given by MoR to the Standing Committee on Railways and through Action Taken Notes to CAG Report No.13 of 2016, shortfall in provision of Minimum Essential Amenities (MEA) exist.

Railway Board instructed vide Circular dated 9 April 2018 that the Minimum Essential Amenities were to be provided by 31 August 2018. Towards that objective, the Railways were

⁶⁸ The average number of passengers at any time during peak hour including the inward and outward passengers. This is calculated for each station based on the formula given below:

$N_{max} = \text{Maximum number of trains dealt with in any interval of half an hour at the station multiplied by the average number of passengers dealt per train at that station.}$

The average number of passengers per train at a station shall be the average number of daily passengers dealt with at the station divided by the number of trains stopping at the station during 24 hours.

to immediately undertake a survey to confirm the availability of amenities as per the prescribed scale. Despite these instructions, the ground reality is that even today, the Railways have not been able to ensure the provision of the Minimum Essential Amenities at stations as per the norms. Further, PAMS data does not reflect the actual availability of amenities at stations.

Out of 512 selected stations, only 54 stations (11 *per cent*) over 13 zones had no shortfall in the availability of MEAs checked. Even in top 10 stations with very high annual earnings and high footfall as well, the availability of all MEA was not ensured. This indicated that even after a lapse of two decades of RB's instructions on provision of MEA this objective was still to be achieved.

MoR in the Action Taken Note for CAG Report No.13 of 2016 stated 'to provide better accessibility at stations to Divyangjans, standard ramps, one disabled friendly toilet and non-slippery walkway from parking lot to station has been provided'. However, there were deficiencies in provision of amenities for Divyangjans. Basic amenities were lacking even in NSG 1 to NSG 3 category stations. Drinking water taps and toilets were wanting at many stations.

Though instructions for provision of short term/long term facilities for Divyangjans were made since 1999, RB in November 2022 had fixed an extended timeline of three years for provision of these basic amenities to Divyangjans. Thus, even after 25 years, IR could not ensure availability of basic station/platform accessibility facilities to Divyangjans.

Facility for medical care to rail passengers in emergency is yet to be made available at stations as envisaged. Shortfalls exist in provision of 'Pay and use' toilets and in provision of amenities at toilets. Unauthorised entry points into the stations still persist in significant numbers.

RB stated (April 2025) that assessing requirement of amenities and monitoring availability of amenities are carried out through Passenger Amenities Management System (PAMS) module. MoR submitted to the Standing Committee on Railways (2020-21) that regular updation of data in IRPSM is ensured by Zonal Railways in co-ordination with Divisions. However, PAMS data did not reflect the actual availability of amenities at stations.

Analysis of PAMS data (as on February 2025) of Indian Railways indicated that out of 22 NSG 1 category stations (stations with annual earnings exceeding ₹ 500 crore and outward passenger exceeding 20 million), only five stations across the country ensured the availability of MEA as per MEA. The provision of basic amenities was lacking at NSG 1 category stations.

The quantum of provision of various amenities stipulated by RB under MEA norms since 2003 to 2018 is not commensurate with increase in the number of passengers handled at the stations.

Recommendations

Indian Railways needs to:

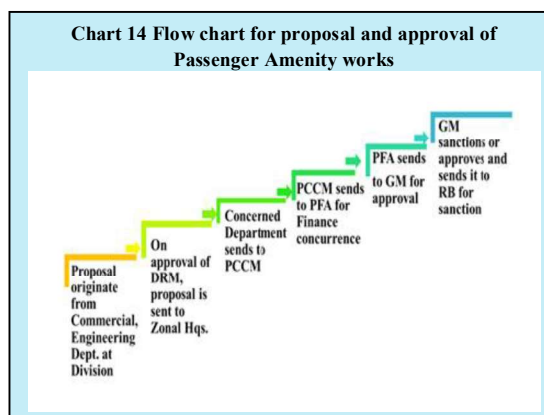
- Ensure the provision of passenger amenities as per MEA norms in a targeted manner;
- Focus on amenities for Divyangjans, women and elderly passengers;
- Reconcile the difference between the PAMS data and the actual availability of amenities at the stations.

Chapter 3

Augmenting passenger amenities

3. Passenger amenity works (Non-Amrit Bharat Stations)

The proposal for provision of passenger amenities originates from Commercial and Engineering Departments at Divisions. On approval of Divisional Railway Manager, the proposal is sent to the Zonal Railway Headquarters and the Department concerned submits the proposal to the Principal Chief Commercial Manager, who on considering the proposal seeks Finance concurrence. On concurrence of Finance, the proposal is sent to General Manager, who approves or sends it to Railway Board for sanction based on Schedule of Powers.



Zonal Railways assess the requirement of passenger amenity works and proposals are forwarded to RB for approval if the cost of each work exceeds ₹ 2.5 crore. If the estimate of the work is less than ₹ 2.5 crore, the works are sanctioned within the zone as they fall within the powers of the General Manager of the Zonal Railway. RB allocates funds for execution of the sanctioned works.

MoR in the Action Taken Note for CAG Report No.13 of 2016 stated that monitoring of passenger amenity works is done at appropriate level.

Audit examined 395 passenger amenity works that were on-going/completed/foreclosed/terminated during the period 2019-20 to 2023-24 in respect of the selected 325 non-Amrit Bharat stations to assess the progress of sanctioned passenger amenity works, their timely completion and the availability of amenities for use by the passengers. As on March 2024, the status of 395 passenger amenity works were as follows:

Table 12 Status of passenger amenity works

Total Works	No. of works		
	Completed	Ongoing	Foreclosed/Terminated
395	175 ⁶⁹	205 ⁷⁰	15 ⁷¹

Source: Records of Engineering Department of Divisions

(Annexures PA1, PA2, PA3)

⁶⁹ CR-6, ECoR-14, ECR-10, ER-21, NER-11, NFR-9, NR-17, NWR-7, SECR-6, SER-6, SR-20, SWR-10, WCR-26, WR-12

⁷⁰ CR-11, ECoR-9, ECR-24, ER-19, NCR-15, NER-1, NFR-14, NR-17, NWR-10, SCR-13, SER-11, SR-24, SWR-18, WCR-14, WR-5

⁷¹ ECoR-1, ECR-1, ER-3, NCR-1, NER-1, NFR-1, NR-2, SWR-1, WCR-3, WR-1

3.1 Delay in execution of work

Out of 380 (390-15) passenger amenity works, records were not available for 15 works (completed – 5, ongoing – 10). Of the remaining 365 works, 217 works were delayed beyond the targeted date of completion.

Table 13 Delay in execution of passenger amenity works

Passenger amenity works	Total ongoing/completed works	No delay	Delay in 217 works				
			Upto 1 year	More than 1 year and upto 2 years	More than 2 years and upto 3 years	More than 3 years and upto 4 years	More than 4 years
Ongoing	195	120	48	10	4	10	3
Completed	170	28	48	46	32	11	5
Total	365	148	96	56	36	21	8

Source: Records of Engineering Department of Divisions

(Annexures PA1 (a) to (g); PA2 (a) to (g))

Delayed execution was on account of various factors such as:

- Defective planning (47⁷²)
- Non-availability of material, skilled labour and funds (29⁷³)
- COVID-19 pandemic and *force majeure* (rain, festive seasons, etc.) (49⁷⁴)
- Contractors' account with penalty (21⁷⁵)
- Reasons not available (71⁷⁶)

(Annexures PA4 to PA9)

The contracts where there have been significant delays on account of defective planning, non-availability of material, inferior quality of works, delay on contractors' accounts etc., are discussed below:

A. Inordinate delay in completion of passenger amenity works

Table 14 Inordinate delay in completion of passenger amenity works

Sl. No.	Name of the work	Contract awarded in	Target date for Completion	Status as on March 2024	Reasons for delay
1	Improvements to facade, circulating area, platform surface, washable apron at Pataliputra (ECR)	November 2018	May 2019	Delayed by more than four years. Physical progress is 98 per cent.	Due to non-availability of skilled labour and artists for façade dome, COVID pandemic, scarcity of material.

⁷² CR-1, ECR-5, ER-7, NER-5, NFR-3, NR-6, NWR-3, SECR-1, SER-5, SR-3, WCR-1, WR-7

⁷³ ECoR-3, ECR-1, NER-5, NR-2, NWR-1, SCR-1, SER-5, SR-7, SWR-1, WCR-3

⁷⁴ CR-1, ECoR-7, ECR-5, ER-9, NER-1, NFR-6, NR-1, SECR-1, SR-12, SWR-2, WR-4

⁷⁵ ECoR-4, ER-1, NER-1, NR-5, SCR-2, SER-1, SWR-1, WCR-3, WR-3

⁷⁶ CR-7, ECoR-4, ECR-3, ER-14, NCR-5, NFR-5, NR-2, NWR-3, SECR-1, SER-3, SR-6, SWR-3, WCR-15

2	Raising of platform level and improvement of waiting hall, toilet facility and provision of platform shelter at Kandra station (SER)	June 2019	June 2020	Delayed by more than three years. Physical progress is 85 <i>per cent</i> .	Due to non-availability of material, monsoon and COVID pandemic.
3	Provision of Foot over Bridge at Mahalimarup station (SER)	November 2019	November 2020	Delayed by more than three years. Physical progress is 65 <i>per cent</i> .	Contractor's failure to provide adequate manpower and resources.
4	Provision of escalators in two platforms at Tiruchchirappalli Jn. (SR)	December 2019	March 2020	Work completed in June 2023 after a delay of three years.	Poor site condition, delay in issue of drawings.
5	Provision of FOB with ramp at Dhaura and Baruasagar stations (NCR)	December 2019	December 2020	Delayed by more than three years. Physical progress is 48 <i>per cent</i> .	Delay of over 17 months in approval of General arrangement and Drawing (GAD) after award of tender.
6	Raising of platform to high level at Bondamunda station (SER)	December 2019	December 2021	Work completed in May 2024 after a delay of over two years.	Due to COVID pandemic, non-availability of material.
7	Raising of platform to high level at Harichandpur and Sitabinj stations (ECoR)	January 2020	January 2021	Delayed by more than three years. Physical progress is 50 <i>per cent</i> .	Due to COVID pandemic and delay on the part of the contractor.
8	Provision of FOB at Naihati (ER)	August 2021	January 2022	Delayed by more than two years. Physical progress is 50 <i>per cent</i> .	Due to delay in approval of drawings.
9	Provision of cover over platform and raising of platform to high level at Lakheri station (WCR)	December 2021	December 2022	Delayed by more than one year. Physical progress is 40 <i>per cent</i> .	Due to delay on the part of the contractor.
10	Construction of booking counter, waiting hall and four bays of platform shelter at Kanas road station (ECoR)	January 2022	July 2022	Delayed by more than one year. Physical progress is 60 <i>per cent</i> .	Non-availability of building material due to royalty issues imposed by the State Government.
11	Construction of upper class waiting hall at Aluva station (SR)	August 2019	July 2020	Delayed by more than three years.	As a water pipeline was to be realigned, the contract was foreclosed (Sep. 2022) and re-tendered (November 2023) and work awarded (March 2024) for ` 3.20 crore. The work is in progress (June 2024).

Thus despite taking up the works for provision of passenger amenities, these were delayed on account of various reasons. Resultantly, these amenities could not be made available in time for use by the passengers.

B. Inferior quality of work

a. At Kulitalai (SR), a work for extension and raising of platform taken up in April 2019 was completed in July 2021. Flowing of drainage water parallel to Platform No.2 led to soil erosion and foundation failure resulted in collapse of 35m length of retaining wall and platform. The concrete platform surface was hanging without any support as the soil beneath was eroded by drainage water.

Trains were handled in this platform during the night also. Though this was observed by the Administration in April 2022, this deficiency is yet to be rectified (February 2025).



b. Sri M.Visvesvaraya Terminal, Bengaluru station (SWR) was constructed in August 2022. During May 2023, the false ceiling in the portico area of the station building was damaged within a year of commissioning due to heavy rainfall. An expenditure of ₹ 1.28 crore was incurred towards the work (April 2025) of re-strengthening the damaged portion of the portico.

C. Delay in availability of passenger amenities

a. Rangiya station (NFR) - A work for provision of an escalator was sanctioned in 2017-18 and completed in June 2020. The escalator was connected to an old FOB. A work for the provision of a new FOB was sanctioned in 2018-19 and the work was completed in July 2020. The escalator connected to the old FOB was closed from 20.04.24 as the old FOB to which it was connected was marked unsafe for passenger movement since April 2024. Thus, the specific purpose of providing the amenity for passenger use is not served.

b. A work for provision of Pay & Use toilet at Kottarakara (SR) was taken up in December 2018 and the civil engineering work was completed in all respects in October 2019. Even after five years of completion of construction, the toilet was not put for passengers' use (February 2025).

c. A work for reconstruction of the station building at Manjeshwar (SR) was taken up in July 2023, which included construction of a waiting hall. The construction of the waiting hall was completed in March 2024. However, the same was not put to use of passengers (February 2025).

d. Construction of the Station Building with waiting hall, concourse, booking office and toilets was taken up at Oorgaum station (SWR) as the existing station building was more than 73 years old and in bad shape. The contract was awarded (August 2022) and the work was completed during November 2023. However, the entire infrastructure was lying unused (March 2025), thereby denying the passengers the use of the new amenity created.

e. In Mandibamora station (WCR), work for provision of coach guidance system was awarded in July 2022 and assets worth ₹0.84 crore were handed over to Commercial Department in September 2023. However, the same was not available for passenger use (March 2025).

3.2 Augmenting passenger amenities through MPLAD scheme, CSR funds etc.

RB approved (October 2013) provision of certain amenities for stations under MPLAD scheme, viz., construction of approach road, construction of circulating area, construction of additional toilets for passengers, construction of platforms and FOBs, construction of platform shelters, provision of drinking water, escalators/travelators, provision of solar lighting and amenities for Divyangjans (such as ramps, separate toilets, etc.) .

Audit examined the proposals received under MPLAD scheme, Corporate Social Responsibility (CSR), from Non-Government organisations (NGO) and Trusts during the period 2022-23 and 2023-24 pertaining to the selected stations and action taken thereon by the Railway Administration and noticed that 117 proposals⁷⁷ were received by 12 zones (except ER, NFR, SWR and WCR) for provision of passenger amenities in the selected stations. All the proposals for provision of amenities were accepted by the Railway Administration concerned.

Instances of non-utilisation of amenities provided under CSR funds observed in Audit are given below:

- In SR, 187 pre-fabricated toilets were installed during 2020-23 at stations for passenger use through CSR funds. The cost of each toilet was around ₹ 0.25 crore. Audit observed that out of the 187 toilets, 79 were not in operation as no offers were received from service providers for operating the toilets. Thus, an investment of ₹ 19.75 crore on these 79 toilets remains unutilised (February 2025).
- One bio-toilet set, consisting of 4 men's toilets, 4 ladies' toilets, one Divyangjan toilet and one bathroom was provided under CSR fund at Plassey station (ER) in December 2022. However, the bio-toilets were not in working condition since December 2022 as water and electricity supply was not provided. No action was taken by the station authorities to escalate the issue to the Division for provision of water and electricity supply to the toilet (March 2025).
- In ECoR, 92 pre-fabricated toilet blocks were provided by Mahanadi Coalfields Limited under CSR initiative during 2021 to 2024 for passenger use at railway stations at a cost of ₹0.25 crore each. Audit observed that out of the 92 toilet blocks, 62 toilet blocks were not in operation due to various reasons viz., decision not taken for deployment of contractual staff to deliver service, existing Pay & Use toilets available at the stations, bids to be floated through e-auction, etc. Thus, an investment of ₹ 15.50 crore remained unutilised (March 2025).

Thus, Audit observed that the Railways could not ensure that the amenities created from CSR funds, MPLAD scheme etc. are made available for use by the passengers.

(Annexure MPLAD)

⁷⁷ CR-23, ECoR-12, ECR-10, NCR-1, NER-4, NR-18, NWR-11, SCR-6, SECR-4, SER-6, SR-9, WR-13

3.3 Development of Railway Stations in association with Ministry of Tourism (MoT)

Joint development of Railway stations in Indian Railways in association with Ministry of Tourism (MoT) was taken up (October 2012) by MoR. The cost of development was to be shared equally by the two Ministries. As on March 2024, under NSG category, 24 stations were identified for joint development. The zone-wise details of these stations are given below:

Table 15: Stations identified for joint development with MoT

Zonal Railway	Name of the station
ECoR	Puri
ECR	Gaya
ER	Rampurhat
NCR	Agra Cant
NFR	Guwahati, Kamakhya, New Jalpaiguri
NR	Varanasi, Haridwar, Kurukshetra, Amritsar, Raebareli
NWR	Jaipur, Ajmer
SCR	Tirupati, Hyderabad, Aurangabad, Nanded, Kacheguda
SR	Madurai, Rameswaram, Thiruvananthapuram Central
SWR	Hosepet
WR	Chittorgarh

Source: Records of Engineering and Commercial Department of Zones

Of these 24 stations, 19⁷⁸ stations were subsequently identified under major upgradation/Amrit Bharat station scheme.

Provision of passenger amenities such as platform shelters, cloak rooms, air-conditioned dormitory, toilets, retiring rooms, circulating area, paid car parking, booking cum reservation office, improvements to waiting rooms etc. were carried out under the joint development works.

Audit examined whether development of railway stations in association with Ministry of Tourism as envisaged in RB's order dated October 2012 has been completed and the amenities were available for use by passengers. The results of the examination are given below:

Table 16: Works at stations identified for joint development with MoT

(` in crore)

Status	No. of stations	Sanctioned cost	Expenditure incurred upto March 2024
Completed	16 ⁷⁹	154.82	134.31
Ongoing	2 ⁸⁰	21.85	9.87
Foreclosed	6 ⁸¹	57.55	28.39

Source: Records of Engineering Department of Divisions

(Annexures MoT 1 to 3)

⁷⁸ Puri, Gaya, Rampurhat, Agra Cantt, Guwahati, Kamakhya, Ajmer, Jaipur, Hyderabad, Tirupati, Kacheguda, Madurai, Rameswaram, Thiruvananthapuram Central, Varanasi, NJP, Raibareli, Nanded, Aurangabad

⁷⁹ Puri, Gaya, Rampurhat, Agra Cantt, Guwahati, Kamakhya, Amritsar, Ajmer, Jaipur, Hyderabad, Tirupati, Kacheguda, Madurai, Rameswaram, Thiruvananthapuram Central

⁸⁰ Varanasi, Chittorgarh

⁸¹ New Jalpaiguri, Raibareli, Haridwar, Kurukshetra, Nanded, Aurangabad

A. Improper execution of joint development works with MoT

Joint development of Railway stations on Indian Railways in association with Ministry of Tourism (MoT) could not be executed properly resulted in non-development of the identified stations, thereby depriving tourists/passengers of amenities, as detailed below:

Table 17 Improper execution of joint development works

Sl. No.	Station identified for development	Year of sanction by RB	Status of work
1	Raebareli (NR)	2017	MoT released ₹ 2.25 crore and utilisation certificate for the same was not provided to MoT. RB foreclosed the work as the station was identified for development under Amrit Bharat Station Scheme in January 2023. The amenities created for ₹ 3.96 crore were put to use.
2	Varanasi (NR)	2012-13	As fund utilisation certificate for Raebareli station was not submitted by the Railways, the project was not sanctioned by MoT. Due to non-sanctioning of funds by MoT, the work was delayed and yet to be completed.
3	Haridwar (NR)	2017	Due to delay in availability of structural drawings and funds, the work was short closed (December 2021) after an expenditure of ₹ 1.69 crore was incurred towards civil and signal & telecommunication work.
4	Kurkshetra (NR)	2017	MoT released an amount of ₹ 1.51 crore and no funds were released subsequently. The work was foreclosed as the station was identified for development under Amrit Bharat Station Scheme in January 2023. Amenities created under Joint development with MoT for ₹ 10.52 crore were put to passengers' use.
5	Chittorgarh (WR)	2017	MoT released (October 2019) an amount of ₹ 2.50 crore. Further funds were not released by MoT. The work was awarded (March 2022) after a delay of over two years of release of funds by MoT and scheduled to be completed by June 2023. The work was completed (December 2024) after a delay of more than one year and an expenditure of ₹ 8.97 crore was incurred.
6	Nanded (SCR)	2012-13	After incurring an expenditure of ₹5.90 crore, the work was foreclosed (November 2022) due to funds constraint.
7	Aurangabad (SCR)	2012-13	The work was foreclosed (November 2022) as the station was identified for development under Amrit Bharat Station scheme in February 2022. Amenities valued at ₹ 1.59 crore were proposed for dismantling within a year of its provision.

In respect of other completed works, the amenities provided were made available for passenger use.

At Madurai Junction (SR), a Tourist hut with waiting area, restrooms, toilets, store rooms, infant feeding rooms, and cloak rooms was constructed at a cost of ₹2.7 crore in co-ordination with Ministry of Tourism and completed in May 2023 for the use of pilgrims/tourists visiting Madurai. The building was taken over by Railway Administration in July 2023. However, the same was made available for passengers use in September 2024 after a delay of over one year of construction.

MoT provided financial assistance to MoR for joint development of railway stations of tourist importance. However, due to slow progress of work and underutilisation of funds by MoR, MoT did not release subsequent funds and cancelled the sanction for stations identified for joint development. By not utilising the funds optimally, MoR could not avail the opportunity to develop stations of tourist interest with MoT.

3.4 Provision and utilisation of funds for customer amenities

Funds are allotted to each Zonal Railway every year for execution of passenger amenity works at stations. The Standing Committee on Railways (2021-22) in their 10th Report observed that funds earmarked for under the Head ‘Customer Amenities’ remained unutilised and desired that since passenger amenities are directly connected with customer satisfaction and interface, there should be no dereliction on the part of Railways for proper utilisation of funds. MoR stated that instructions have been issued to Zonal Railways in this regard.

The budget allotted and funds utilised during 2019-20 to 2023-24 under ‘Customer amenities’ (PH-5300) are given in the following table:

Table 18: Allotment and utilisation of funds under Customer amenities (Plan Head – 53)

Zone	2019-20			2020-21			2021-22			2022-23			2023-24		
	BG	Actuals	Excess (+)/ Savings (-)	BG	Actuals	Excess (+)/ Savings (-)	BG	Actuals	Excess (+)/ Savings (-)	BG	Actuals	Excess (+)/ Savings (-)	BG	Actuals	Excess (+)/ Savings (-)
CR	284.14	231.83	-52.31	295.6	275.85	-19.75	230.58	152.94	-77.64	234.38	137.18	-97.20	776.39	679.23	-97.16
ECOR	180.74	94.78	-85.96	129.72	87.16	-42.56	113.71	66.86	-46.85	109.53	82.68	-26.85	699.66	354.57	-345.09
ECR	227.91	143.00	-84.91	154.41	117.00	-37.41	171.65	146.00	-25.65	162.39	184.00	21.61	630.21	443.00	-187.21
ER	208.16	115.26	-92.90	156.76	158.96	2.20	178.71	145.20	-33.51	173.98	115.96	-58.02	217.09	442.31	225.22
NCR	192.77	77.26	-115.52	918.87	163.71	-755.16	492.63	118.72	-373.91	472.57	131.22	-341.35	994.70	500.27	-494.43
NER	NA	NA	NA	118.99	103.9	-15.09	134.92	95.33	-39.59	187.23	108.1	-79.13	112.17	310.52	198.35
NFR	187.17	100.27	-86.90	112.48	104.07	-8.41	165.6	90.02	-75.58	96.11	90.3	-5.81	239.6	226.3	-13.30
NR	289.00	152.30	-136.70	239.73	163.92	-75.81	291.17	221.68	-69.49	235.37	390.57	155.20	5148.77	1398.79	-3749.98
NWR	186.17	118	-68.17	160.09	84.99	-75.10	146.58	51.34	-95.24	115.79	111.46	-4.33	707.39	579.93	-127.46
SCR	227.91	150.29	-77.62	171.96	219.79	47.83	199.49	154.56	-44.93	135.15	146.54	11.39	800.5	674.84	-125.66
SECR	175.74	55.83	-119.91	118.35	94.83	-23.52	88.51	65.18	-23.33	60.90	50.95	-9.95	32.75	138.04	105.29
SER	175.41	82.01	-93.40	151.83	118.31	-33.52	173.37	111.61	-61.76	176.53	145.26	-31.27	319.04	242.07	-76.97
SR	264.21	114.43	-149.78	698.11	204.7	-493.41	540.57	154.33	-386.24	652.77	147.21	-505.56	1296.79	714.02	-582.77
SWR	187.17	80.61	-106.56	121.9	115.13	-6.77	153.42	112.13	-41.29	137.94	81.32	-56.62	316.9	360.71	43.81
WCR	174.99	34.09	-140.90	110.26	46.26	-64.00	72.28	49.93	-22.35	89.28	51.43	-37.85	401.41	263.07	-138.34
WR	245.72	254.61	8.89	216.28	318.04	101.76	261.02	255.76	-5.26	311.62	179.43	-132.19	1379.42	789.29	-590.13
Total	3207.21	1804.57	-1402.65	3875.34	2376.62	-1498.72	3414.21	1991.59	-1422.62	3351.54	2153.61	-1197.93	14072.79	8116.96	-5955.83

Source: Budget Report – Capital – IPAS of Zones

(Annexure Fund PA)

During the review period, there was underutilisation of funds under ‘Customer amenities’. The underutilisation of BG was ` 1,403 crore (44 *per cent*), ` 1,499 crore (39 *per cent*), ` 1,423 (42 *per cent*) crore, ` 1,198 crore (36 *per cent*) and ` 5,956 (42 *per cent*) crore during the five year period from 2019-20 to 2023-24. The underutilisation ranged from 36 *per cent* to 44 *per cent* of budget grant.

Of the 16 zones, in eight zones there was consistent underutilisation of budget grant during the five year period as given below:

Table 18 (a): Underutilisation of funds under ‘Customer amenities’ during 2019-20 to 2023-24

Sl. No.	Zone	Underutilisation of funds (in <i>per cent</i>)
1	CR	7 – 41
2	ECOR	25 – 49
3	NCR	50 – 82
4	NFR	6 – 46
5	NWR	4 – 65
6	SER	18 – 53
7	SR	45 – 77
8	WCR	34 – 81

The Railway Administration stated that the reasons for underutilisation of funds were slow progress of work (NWR), bills not received in time, poor performance by the contractor, tender could not be awarded, work not progressing as anticipated, termination of contract and site constraints (SR). SR further stated that in 2023-24, around 65 *per cent* of budget grant was allotted for redevelopment of stations and was not utilised fully due to site constraints, delay in processing of estimates and calling of tenders as large number of works were sanctioned under Amrit Bharat stations

From the above, it is observed that funds was not a constraint for provision of passenger amenities.

Conclusion

Delay in execution of passenger amenity works resulted in non-availability of amenities for passenger use on time. MoR did not avail the opportunity to develop stations of tourist interest with MoT by not utilising the funds optimally. There was substantial underutilisation of funds under 'Customer amenities'. Notwithstanding the allocated funds, shortfalls continue as regards provision of amenities.

Recommendations

IR may ensure:

- Optimal utilisation of funds granted for passenger amenity works;
- Timely completion of contracts related to passenger amenities; and
- Availability of amenities created are available for passengers' use without delay.

Chapter 4

Modernisation of stations

4. To modernise railway stations for providing enhanced and modern facilities to the passengers, various developmental schemes viz. Model, Modern and Adarsh Stations were launched by the Indian Railways over a period of time. More recently, RB introduced in October 2021 a new scheme for major upgradation of railway stations where all upgradation/modernisation works were brought under an umbrella work 'Major upgradation of Railway stations'. In December 2022, RB conceptualised a new policy for modernisation of stations named "Amrit Bharat Station Scheme" which envisaged development of stations on a continuous basis with a long-term vision.

4.1 Adarsh Stations

In 2009-10, RB identified (September 2009) select stations as Adarsh stations⁸² for augmenting basic facilities such as drinking water, adequate toilets, waiting rooms and dormitories especially for lady passengers etc. Focus was to be made on areas like ticketing, circulating areas, signage, easy access and exit, adequate lighting etc. RB issued instructions from time to time on Adarsh Stations scheme, the latest being in August 2013, prescribing facilities to be invariably provided at stations identified for development as Adarsh Stations. In 2013, RB decided that there was an urgent need to shift the focus of 'Adarsh stations' from beautification to utility, comfort and cleanliness and issued revised guidelines for development of Adarsh stations.

Audit examined the provision of amenities as envisaged in the RB order of 2013 and their availability in 183⁸³ out of the selected 512 stations which were identified for development as Adarsh stations and noticed that deficiencies still persist in provision of amenities at these stations as given below:

Table 19: Shortfall in provision of amenities at Adarsh stations

Sl. No.	Amenity	Stations in which amenity not provided	
		No. of stations	Zone-wise number of stations
1	Ramps at entry to station for physically handicapped and senior citizens. (A1, A, B, D, E)	44	CR-2, ECoR-4, ER-6, NCR-2, NER-3, NFR-4, NR-1, SECR-8, SER-5, SR-3, SWR-3, WCR-3
2	Earmarked parking for Divyangjans. (A1, A, B, D)	96	CR-6, ECoR-4, ECR-3, ER-16, NCR-6, NER-7, NFR-13, NR-2, SCR-4, SECR-9, SER-12, SR-3, SWR-4, WCR-6, WR-1
3	Non-slippery walkway from parking lot to station building. (A1, A, B, D)	58	CR-2, ECoR-3, ECR-1, ER-14, NCR-4, NER-3, NFR-9, NR-3, SCR-1, SECR-7, SER-1, SR-2, SWR-3, WCR-4, WR-1
4	Separate toilet for Divyangjans (A1, A, B)	15	ECoR-3, ECR-1, ER-1, NCR-2, NER-1, NR-1, NWR-1, SECR-2, SR-2, SWR-1
5	Wheel chairs (A1, A, B, D, E)	3	ER-2, SER-1
6	Trolley pathway for inter-platform transfer (A1, A, B, D, E)	78	CR-2, ECoR-2, ECR-1, ER-15, NCR-6, NER-7, NFR-13, NR-1, NWR-5, SCR-2, SECR-6, SER-10, SR-3, SWR-1, WCR-3, WR-1

⁸² Categorisation of stations as NSG was made in 2018. As Adarsh stations were identified during pre-2018, the erstwhile category i.e. 'A1', 'A', 'B', 'D', 'E' were maintained.

⁸³ A1-20, A-71, B-35, D-41, E-16

7	Pay & Use or Departmental toilets in circulating/ concourse area (A1 to E)	59	CR-1, ECoR-3, ER-15, NCR-1, NER-4, NFR-8, NR-2, SCR-2, SECR-4, SER-2, SR-10, SWR-5, WCR-2
8	FOB (A1, A, B, D, E)	6	NFR-3, SWR-1, WCR-1, WR-1
9	Water coolers (A1, A, B, D, E)	24	CR-1, ER-8, NFR-4, SECR-1, SER-4, SR-1, SWR-5
10	Separate ladies waiting room with bathing facilities. (A1, A)	21	ECoR-2, ECR-1, ER-3, NFR-3, NR-2, NWR-3, SER-2, SR-2, SWR-1, WR-2
11	Waiting room with bathing facilities for upper class (A1 & A)	15	CR-1, ECoR-1, NER-1, NFR-2, NR-2, NWR-3, SR-4, SWR-1
12	Waiting room with bathing facilities for other class (A1, A & B)	24	ECoR-4, ER-4, NCR-2, NFR-3, NR-3, NWR-1, SCR-1, SECR-3, SER-1, SWR-1, WR-1
13	Electronic train indicator board (A1, A, B)	15	NCR-1, NER-1, NFR-7, NR-1, SECR-2, SER-1, SWR-2
14	Coach Indication Board (A1, A)	10	CR-1, ER-1, NFR-2, SR-5, WCR-1
15	Cloak room (A1, A)	15	ECoR-3, ECR-1, ER-2, NCR-1, NER-1, NFR-3, NR-1, NWR-1, SECR-1, SER-1,
16	All platforms are of high level (A1, A, B, D)	18	CR-1, ECoR-2, ECR-1, ER-2, NCR-1, NER-2, NFR-2, NR-1, SECR-4, WCR-2
17	Signages (A1, A, B, D, E)	57	CR-1, ECoR-9, ECR-2, ER-5, NCR-6, NER-2, NFR-6, NR-4, SCR-6, SECR-4, SER-7, SR-2, SWR-2, WCR-1

Source: Audit observations made during inspection of the stations

It is evident from the above deficiencies that even after passage of a decade of identifying stations for development as ‘Adarsh stations’, the intended facilities were yet to be provided at these stations.

Thus, Indian Railways embarked on major schemes such as ‘Major upgradation of stations’ and ‘Amrit Bharat Station schemes’ even before ensuring provision of amenities as envisaged for Adarsh stations.

(Annexures 76 to 92)

4.2 Modernisation of stations as Amrit Bharat stations

Major upgradation of stations

RB specified (May 2022) the modalities of the scheme including identification/ selection of stations, broad objectives, scope of work etc. The scope of the scheme included –

- Rebuilding/improvement/augmentation of station building to provide an iconic structure with modern state-of-the-art facilities and futuristic design with a 40-60 year horizon;
- Integration of station buildings on both sides of the station along with segregation of arrival and departure;
- Provision of passenger amenities;
- Provision of roof plaza/concourse etc.

RB specified (October 2022) that there shall be no duplication of work with regard to the ongoing improvement works at the respective stations. Works sanctioned earlier, if causing duplication of expenditure, may be curtailed/dropped to that extent. Further, RB instructed (January 2023) ZRs that the station development works carried out under Major upgradation of Railway stations shall now be carried out under the new Amrit Bharat Station Scheme.

Amrit Bharat Station Scheme

The scheme envisaged preparation of a Master Plan of the railway stations and implementation of the Master Plan in phases to enhance the facilities including and beyond the Minimum Essential Amenities. RB instructed (February 2023) to complete the Phase-I works preferably by the end of FY 2023-24. Under Phase-I, the following provisions were to be planned as per necessity of the individual station:

- Improvement to traffic circulation and beautification of circulating area;
- Entrance porches;
- High level platforms and cover over platforms;
- Improvement to façade and elevation;
- Improvement to interiors, waiting halls etc..;
- Improvement to toilets;
- Good quality durable furniture;
- 12 m wide central FOB along with ramps

Further, improvement to the second entry including station buildings (wherever such buildings are feasible and do not exist presently) may be planned with a reasonable timeframe.

A. Status of implementation of work under Amrit Bharat Station scheme

In Indian Railways, 1,231 NSG category stations were sanctioned under Amrit Bharat Station Scheme. The status of implementation of works in these stations as of March 2024 is given below:

Table 20: Status of work in stations identified as Amrit Bharat Stations

Sl. No.	Status	No. of stations
1	Planning stage	130
2	Tendering in process	14
3	Tender awarded and work in progress	1067
4	Completed and commissioned	16

Source: Records of Engineering Department of Divisions and Construction organisations

The details were not made available by the concerned Zones in respect of 4 stations⁸⁴.

i) Of the 130 stations at planning stage –

- In one station (Singrauli, ECR), though identified for the scheme as early as in 2019-20, the Master Plan is yet to be approved.
- In respect of seven stations identified during 2021-22, for five stations (Kacheguda of SCR, Chengannur, Kumbakonam, Tirunelveli, Thrissur of SR) Detailed Project Report (DPR) is yet (March 2024) to be approved by RB and in respect of two stations (Bhubaneswar New, Rayagada of ECoR) the DPR is under preparation.
- The remaining 122 stations were identified during 2022-23 and 2023-24 and the Master Plans are under preparation.

⁸⁴ ECR-DDU, SER-SORO, HTE, BLS

ii) Of the 14 stations in which tendering is in process, seven works were sanctioned during 2022-23 and the remaining seven works were sanctioned during 2023-24.

(Annexures AB Master, AB 1 to AB 4)

iii) Physical progress of works in respect of 1,067 stations for which the tenders were awarded is given below:

Table 21: Progress of work in stations identified as Amrit Bharat Stations

Physical Progress w.r.t. year of sanction (No. of stations sanctioned) as on 31.3.2024									
NIL		1% to 25%		26% to 50%		51% to 75%		76% to 99%	
Upto 2021-22	From 2022-23	Upto 2021-22	From 2022-23	Upto 2021-22	From 2022-23	Upto 2021-22	From 2022-23	Upto 2021-22	From 2022-23
2	51	9	353	26	361	4	191	1	69
53		362		387		195		70	
Total: 1067									

Source: Records of Engineering Department of Divisions and Construction organisations

iv) Of the 1,231 NSG category stations sanctioned under Amrit Bharat Station Scheme, the work was completed only in 16⁸⁵ stations.

(Annexures AB 4 to AB 9)

B. Status of implementation of work in sampled stations

Audit examined the status of work in respect of the selected 187 stations sanctioned under Amrit Bharat Station scheme. The status is given in Table 22 below:

Table 22: Status of work at selected Amrit Bharat stations

Sl. No.	Status	No. of stations
1	Completed	2
2	Under Planning stage	52
3	Tendering in process	7
4	Tender Awarded	125
Total		186*

Source: Records of Engineering Department of Divisions and Construction organisations

*The details of one station (Baleswar/SER) was not available

i) The works in respect of Morena (NCR) and Saharanpur (NR) sanctioned in 2023-24 were completed. In respect of these two stations, Audit noticed shortfall in provision of amenities as given below:

Table 23: Shortfall in amenities at selected Amrit Bharat stations where work has been completed

ZR	Station	Shortfall in provision of amenities
NR	Saharanpur (NSG 3)	Water taps, water coolers, seating arrangements, separate waiting room for ladies, earmarking of at least two parking lots for vehicles used by disabled persons, help booths with Divyang sahayaks.
NCR	Morena (NSG 3)	Urinals, waiting room with bathing facility for 2 nd class passengers, separate waiting room for ladies, cloak room, earmarking of at least two parking lots for vehicles used by disabled persons, one drinking water tap suitable for use by disabled persons in each platform, engraving on edges of platforms, help booths with Divyang sahayaks

Source: RB policy circular of 9.4.2018 and observations made by Audit during Inspection of selected stations

⁸⁵ NCR-14 (Morena, Chitrakutdham Karwi, Dabra, Datia, Mahoba Jn., Orai, Harpalpur, Pokhrayan, M C Chhatarpur, Orchha, Tikamgarh, Shikohabad, Fatehpur, Mirzapur), NER-1 (Ramghat halt), NR-1 (Saharanpur)

ii) Of the 52 stations under planning stage, three stations were sanctioned during 2021-22 and the remaining 49 stations were sanctioned during and after 2022-23. Out of the 52 stations which were in planning stage, in two stations (Dhanbad-ECR, Hubballi - SWR) the master plan is yet to be finalised (March 2024).

(Annexures AB 10 to 17)

iii) The tendering process has been initiated in respect of seven⁸⁶ stations for which the estimates were sanctioned during 2022-23 and 2023-24.

C. Non-inclusion of passenger amenities in the Master Plan

Audit examined the aspect of inclusion of passenger amenities as envisaged by RB in the scope of Master Plan (including needs of Divyangjans, women and elderly persons) of 127 selected Amrit Bharat stations for which tender has been awarded (125 stations)/work completed (two stations) and observed that:

The Master Plan did not include –

- Integration of station buildings on both sides of railway lines at six stations in four⁸⁷ zones.
- Provision of full length covered platforms (for all PFs in the station) at eleven stations in four⁸⁸ zones.
- Provision of roof plaza/concourse area at 16 stations in nine⁸⁹ zones.
- Provision for segregation of departure and arrival passengers at five stations in three⁹⁰ zones.
- Combination of lift/escalators/travellators at one⁹¹ station each in CR, ER, NCR, NFR, SR
- Provision of exit for emergency evacuation at three stations in two⁹² zones.
- Improvement to entrance porches at one⁹³ station each in ECR and NR.
- Provision for increasing the height of all platforms to ‘high level’ at five stations in two⁹⁴ zones.
- Provision for cover over all platforms at 13 stations in seven⁹⁵ zones.
- Improvement to facade and elevation of the station at one station each in ECR (Koderma Junction) and SWR (Davangere)
- Improvement to second entry, including station buildings at 17 stations in eight⁹⁶ zones.
- Space for executive lounges at 26 stations in 11⁹⁷ zones.
- Provision for escalators (NSG 1 to NSG 4) at 13 stations in eight⁹⁸ zones.

(Annexure AB 18)

⁸⁶ NWR-Jodhpur, Rewari; SECR-Raipur, Durg, Bilaspur; ECoR-Sambalpur, Vishakhapatnam

⁸⁷ (ER-JMP,SDAH,BPC), (NFR-NJP), (NR-SRE),(SER-SHM)

⁸⁸ (CR-NGP), (ER-SDAH,JMP,BPC,BWN,RPH,MLDT,BHP,SGG),(NFR-NJP), (NR-SRE)

⁸⁹ CR(1), ECR(1), ER(3), NFR(1), NR(2), NWR(3), SCR(1), SER(1), NCR-3

⁹⁰ (ER-JMP,SDAH,BPC), (NR-SRE), (SER-SHM)

⁹¹ CR-SNSI, ER-SDAH, NCR-KPI, NFR-BOE, SR-VPT

⁹² (ECR-Gaya,DBG), (ER-MDP)

⁹³ ECR-SPJ, NR-ABS

⁹⁴ ECR-SPJ, KQR, NR-ABS, SML, JIND

⁹⁵ ECoR(TIG), ECR(SPJ), NFR(RNY), NWR(AWR,HSR,SGNR,HMH,RE,BNW), SER(BQA,PRR), WR(VRL), NCR(KSV

⁹⁶ CR-DD, ECR-KQR, ER-SGG, NCR-AF, NR-ON, JHI, PTK, NWR-HSR, RE, BNW, HMH, SER-BKSC, BQA, PRR, CKP, DGHA, WR-VRL,

⁹⁷ CR(2), ECR(2), ER(2), NFR(1), NR(1), NWR(6), SECR(2), SWR(1), WCR(3), WR(3), NCR-3

⁹⁸ ECoR-TIG, ER-SDAH, NFR-BOE, KOJ, NR-ABS, NWR-HSR, HMH, SCR-NDL, PAU, SER-DGHA, WR-BH, SUNR, VRL

The missing/deficient amenities such as waiting rooms, cloak room, pay and use toilets, high level platforms etc. noticed during joint inspection of 27 stations⁹⁹ in eight zones were provided in the Master Plan of the respective stations.

Escalators wherever not provided in the selected NSG 1 to 3 category stations were included in the Master Plan of 19 stations¹⁰⁰ in seven zones.

(Annexure AB 18 (a))

The shortfalls in provision of the following amenities noticed by Audit during inspection of 132 selected Amrit Bharat stations (tender awarded – 125 stations and tendering in progress – 7 stations) as the Amrit Bharat station works were under execution stage:

- Water taps at the end of platforms where general second class (unreserved) passengers board/de-board trains;
- Platform shelters for general second class (unreserved) passengers who board/de-board trains;
- Water taps, fans, water coolers, urinals/latrines;
- Provision of low height ticket counter, double height hand rails with grips, coach position display system displaying Divyangjan coach, waiting hall for senior citizen/Divyangjans;
- Train coach indication system; Coach guidance system.

D. Progress of contracts in works awarded under selected Amrit Bharat Stations

The status (as on March 2024) of execution of work in respect of the 125 stations where tenders were awarded is given below:

Table 24: Progress of work at selected Amrit Bharat stations

Extent of Physical Progress				
NIL	1% to 25%	26% to 50%	51% to 75%	76% to 99%
13	44	44	16	8
Total: 125				

Source: Records of Engineering Department of Divisions and Construction organisations

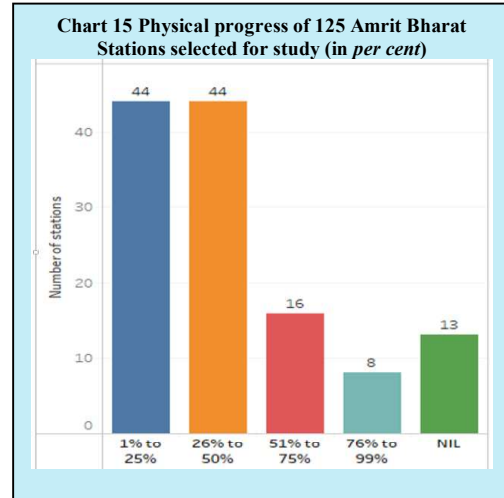
(Annexures AB13 to AB17)

⁹⁹ CR-NK, SUR, KLBG, DD, CSMT, NGP, CSN, KYN, TNA, ECoR-SBP, CHE, VZM, ER-SGG, JMP, NER-GKP, CPR, GD, NFR-ARQ, RNY, KOJ, NR-HPU, SCR-TPTY, SC, AWB, WR-MSH, RTM, JAM

¹⁰⁰ NCR-MRA, ETW, NFR-RNY, NR-LDH, SVDK, NWR-RE, UDZ, AWR, SR-MS, KPD, MDU, TEN, VAK, TVC, CLT, SA, VPT, SWR-SBHR, WCR-SWM

a) In 13 stations, the estimates were approved during 2022-23 and 2023-24 for 3 stations and 10 stations respectively. Contracts have been awarded and work has commenced in all these stations.

b) In 44 stations where the progress of work was between 1 and 25 *per cent*, five stations (Lucknow (NR), Gaya (ECR), Chennai Egmore, Katpadi, Madurai (SR)) were sanctioned during 2021-22. The remaining 39 stations were sanctioned during 2022-23 and 2023-24 and the works are in progress.



E. Contract awarded before approval of Master Plan

Audit noticed that the tender was called for before sanction of estimate and much before approval of Master Plan in respect of seven stations in two zones, resulting in variation in quantities, revision in contract value and consequent extension of the completion period of the contracts as detailed below.

Table 25: Details of works awarded before approval of Master Plan

Sl. No.	ZR	Station	Estimated value (₹ crore)	Estimate sanctioned on	Notice Inviting Tender issued on	Contract awarded on	Master Plan approved on	Original / Revised Contract value (₹ in crore)	Original / Revised target date for completion
1	SR	Salem Jn	9.94	09.05.2023	01.04.2023	23.05.2023	07.11.2023	11.69/ 14.48	23.11.2023/ 15.11.2024
2	SR	Virudunagar Jn	6.40	09.05.2023	02.05.2023	05.06.2023	05.10.2023	6.43/ 8.91	05.11.2023/ 30.01.2025
3	WR	Bharuch	9.5	17.05.2023	21.03.2023	20.05.2023	31.07.2024	10.87/ 12.86	20.11.2023/ 30.05.2025
4	WR	Mahesana	9.27	15.05.2023	27.03.2023	17.05.2023	28.09.2023	11.63/ 14.51	31.12.2024/ 30.06.2025
5	WR	Ratlam	8.67	20.05.2023	20.03.2023	23.05.2023	18.10.2023	8.75/ 10.37	23.03.2024/ 30.06.2025
6	WR	Surendranagar	9.97	1/05.2023	08.06.2023	14.07.2023	23.01.2024	9.79/ 9.77	14.05.2024/ 28.02.2025
7	WR	Veraval	9.98	29.05.2023	24.03.2023	27.05.2023	07.10.2024	9.08/ 11.23	27.11.2023/ 31.10.2025

Source: Records of Engineering Department/Gati Shakti Units of Divisions.

- The period between the award of contract and approval of Master plan ranged from four months to sixteen months.
- Except Surendranagar station (WR), the contract value of the other six stations were increased by 18 *per cent* to 39 *per cent*.
- Subsequent revision in quantities (material) and inclusion of new items in the contract due to change in scope the Railways may bear additional financial burden by way of price variation¹⁰¹.
- It is pertinent to point out that while according administrative approval for Virudunagar Junction (SR), it was certified by DRM/Madurai that the proposed work was complete

¹⁰¹ In terms of Clause 46-A.1 of Standard General Conditions of contract, the Base Month for 'Price Variation Clause' shall be taken one month prior to opening of tender.

in all respects and no additional work would be required. However, the change in scope has enhanced the contract value by 38 *per cent*.

Due to award of contract and execution of work before approval of Master Plan, the exact quantities (material) required to execute the work could not be ascertained by the Zones and resulted in revision of agreement value.

Conclusion

The work for ‘Major upgradation of railway stations’ and ‘Amrit Bharat Stations’ was conceptualised during October 2021 and December 2022 respectively. Of the 1231 NSG category stations identified under the schemes in IR, the work was completed at 16 stations. Out of 1067 stations for which contracts were awarded for executing work, there was no progress in 54 stations. The physical progress of work in 362 stations was less than 25 *per cent*, in 386 stations the progress was between 26 *per cent* and 50 *per cent* and in 195 stations, the progress was between 51 and 75 *per cent*.

The objective of developing stations under Amrit Bharat station scheme envisaged, inter alia, the provision of enhanced facilities including and beyond MEA. However, Audit noticed that there were shortfalls in provision of amenities envisaged under MEA. Amenities for Divyangjans were not included in the Master Plan. Further, the Master Plan did not include provision for certain amenities as envisaged in the scope for major upgradation/Amrit Bharat station scheme.

The slow progress of work indicate that the works were unlikely to be completed within the original timelines fixed for completion with few stations having attained significant progress in execution of works. This may result in cost overrun and delaying the provision of enhanced and modern facilities for passengers.

Recommendation

IR may ensure timely completion of works at Amrit Bharat Stations so that the modernised facilities are available for use of passengers at the earliest.

Chapter 5

Maintaining amenities and sanitation at stations

5 Maintenance of passenger amenities, sanitation activities at stations

RB stated (April 2018) that it is important to maintain the amenities provided at all the stations in good working order at all times. Hygiene and cleanliness should be an important activity for day-to-day monitoring. Passengers should be educated through public announcements to keep the station clean. Punitive measures should also be put in place to penalise people found littering or spitting on Railway premises.

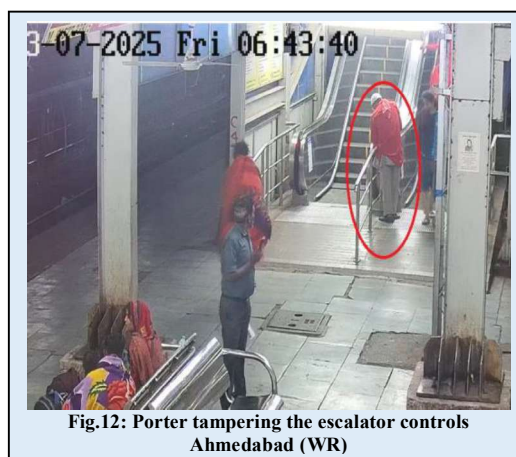
5.1 Maintenance of passenger amenities

MoR informed the Standing Committee on Railways (2020-21) that Zonal Railways were directed to maintain the amenities provided at all stations in good working condition at all times.

Audit examined whether the amenities provided for use by passengers at the selected stations were maintained in proper working condition and noticed the following –

- In 29 stations¹⁰², 34 water coolers were not in working condition of which four¹⁰³ water coolers were not functional for over two years. In 19 stations, no record was available regarding the date from which these water coolers were out of order and further action taken to make these water coolers functional.
- Annual Maintenance contracts were not available for maintenance of lifts/escalators in four¹⁰⁴ Zones.
- No downtime register for lifts/escalators was maintained at seven¹⁰⁵ Zones.

In Ahmedabad station (WR), Audit observed (7.3.2025) that an escalator at Platform No.2 which was operational was stopped by a porter by inserting a key in the key slot of the escalator at 6.43 am. The passengers who arrived by Train No.12298 Durgam express at 6.45 am faced inconvenience due to non-working of the escalator and it is noticed that this act was carried out by the porters to engage their services for carrying the luggage of the passengers. The CCTV footage was examined and the station official accepted this fact and further stated that though dedicated key as per RDSO norms exist, the key slots are tampered repeatedly by unknown persons.



¹⁰² CR-3, ECoR-1, ECR-2, ER-1, NFR-5, NWR-2, SECR-6, SWR-2, WCR-6, WR-1

¹⁰³ ER-NH, NFR-BXT, WCR-KMZ, WCR-BKH

¹⁰⁴ ECR, ER, NFR, NR

¹⁰⁵ ECR, NCR, NFR, NR, SCR, SR, WR

Good Practice

In SR at Madurai Junction, Audit noticed that functioning of escalators was monitored through CCTV cameras through a dedicated terminal provided at Electrical maintenance office, from where the officials monitor the working of escalators and whenever the escalators stop working, the same is attended immediately and continuous working of escalators is ensured.

- 14 per cent of passengers surveyed stated that working of available escalators/lifts was 'poor'.
- Plastic bottle crushing machines (48 nos.) were not in working condition at 34¹⁰⁶ stations. Of these 48 machines, two¹⁰⁷ machines were out of order for over four years, while four¹⁰⁸ machines and three¹⁰⁹ machines were out of order for over two years and one year, respectively. In respect of the remaining machines, no record was available regarding the date from which these machines were out of order and further action taken to make these machines functional.
- Platform surface was in damaged condition at 28 stations¹¹⁰.

As per Para 551 (b) of Indian Railway Works Manual, water coolers at stations were to be cleaned once in a month to prevent contamination. However, Audit noticed that:

- Out of 229 stations (NSG 1 to 5) in which water coolers were provided, in 191 stations deficiencies in regard to cleaning and maintenance of records were noticed.
 - ✓ No records for cleaning of water coolers were maintained at 139 stations¹¹¹.
 - ✓ Of the remaining 52 stations where records were available, water coolers were cleaned monthly in 26 stations¹¹².
 - ✓ Water coolers were not cleaned monthly at 26 stations¹¹³; of these cleaning was carried out annually at four¹¹⁴ stations and quarterly at 13 stations¹¹⁵
 - ✓ Bio-toilets (7 Nos.) were not in working condition at Visakhapatnam station (ECoR). No records were available about the date from which these bio-toilets have been non-functional and further action taken to make these toilets functional.



Fig.13: Black sludge in the water tank of water cooler at Titlagarh (ECoR) (Indicated to have been cleaned on 01.11.2024 and joint inspection conducted on 02.12.2024)

¹⁰⁶ CR-3, ECR-2, ER-5, NR-1, NWR-1, SCR-6, SECR-1, SER-1, SR-10, WCR-3, WR-1

¹⁰⁷ CR-DD

¹⁰⁸ ER-BWN, BDC; SER-DGHA; WR-ADI

¹⁰⁹ ER-JSME, SGG; SCR-KVZ

¹¹⁰ SR (CBE, CUPJ, KLT, KZE, NMJ, PGT, SA, TPJ, VPT, AWY, KPY, KPD, KQN, MDU, MAS, MLMR, MS, TBM, TEN, KKZ, VAK), NFR (BOE, PRNA, JBN, KOJ, TIHU, RNY), WCR (ODG)

¹¹¹ CR-1, ECoR-2, ECR-10, ER-13, NCR-9, NER-25, NFR-4, NR-2, NWR-20, SECR-15, SER-3, SR-10, SWR-12, WCR-13

¹¹² CR-1, ECR-4, ER-8, SER-13

¹¹³ ER-1, NCR-2, NFR-4, NR-6, NWR-3, SECR-3, SER-1, SR-6

¹¹⁴ HW, MB, LRJ of NR and BKN of NWR

¹¹⁵ MTJ, LAR of NCR, KIR, NJP, RNY, GHY of NFR, LDH, SVDK of NR, SGNR of NWR, R, DURG, BYT of SECR, CKP of SER

- Deficiencies noticed in routine maintenance of toilets –
 - ✓ Repairs of potholes, cracks, electric/sanitary fittings, lighting etc. were not carried out in 101 stations¹¹⁶.
 - ✓ Toilet doors in 28 stations¹¹⁷ were not functional.
 - ✓ Toilet seats were unusable and in broken condition in 73 stations¹¹⁸.
 - ✓ Buckets/mugs were not available in the toilets/bathrooms in 94 stations¹¹⁹.
 - ✓ Flush system provided in urinals and toilets were not in working condition in 67 stations¹²⁰.



At Mahali Marup station (SER), urinal/latrine was not available at Platform No. 1/2. Two urinals/lavatories at PF No.3/4 were in unhygienic and dilapidated condition. No water connection was available. The asbestos roof of the toilet block were damaged in March/April 2021 (Fig.14). However, no action had been initiated in this regard by the Railway Administration. (September 2024).

Though deficiencies in maintenance of toilets, missing sanitary fittings, waterlogging in toilets, damaged platform surface, non-working of plastic bottle crushing machines were also observed¹²¹ by SIGs and by Railway Officials during inspections, Audit observed that deficiencies in maintenance of amenities at stations persist.

(Annexures 93 to 102, Statement A)

5.2 Sanitation at facilities provided in station premises

Vision 2020 document of IR envisaged that sanitation at stations would receive high priority. A unified system of responsibility for cleanliness at stations with adequate financial and organisational resources would be put in place. Water supply, drainage, sewerage and 'Pay and Use toilets' were to be maintained by competent agencies and user awareness campaigns were to be held. Coordination with city authorities would also be maintained to achieve this objective. Further, professional assistance would be utilised for pest and rodent control.

The National Green Tribunal had directed¹²² (1.10.2018) Railways to submit an action plan on maintaining cleanliness at Railway stations. Based on the same, the following actions were proposed (2019) by IR for maintaining cleanliness at stations:

- Separate rag picking and disposal contracts were to be available within station limits and for approaches to major stations (NSG 1 to NSG 4) in one year;

¹¹⁶ CR-2, ECoR-7, ECR-1, ER-1, NCR-8, NER-13, NFR-21, NR-6, SECR-15, SER-1, SR-14, SWR-3, WCR-9

¹¹⁷ CR-1, ECoR-2, ECR-3, NCR-2, NER-3, NR-2, SECR-3, SWR-3, WCR-6, WR-3

¹¹⁸ CR-9, ECoR-3, ECR-8, NCR-5-, NER-7, NFR-6, NR-9, NWR-1, SCR-1, SECR-4, SER-3, SWR-4, WCR-11, WR-2

¹¹⁹ CR-5, ECoR-7, ECR-5, NCR-4, NER-4, NFR-5, NR-8, NWR-3, SCR-3, SECR-26, SER-1, SWR-13, WCR-7, WR-3

¹²⁰ CR-2, ECoR-5, ECR-9, NCR-7, NER-8, NFR-9, NR-3, NWR-10, SECR-3, SR-4, SWR-3, WCR-4

¹²¹ CR, ECoR, ECR, ER, NCR, NFR, SCR, SECR, SER, SR, SWR, WCR, WR

¹²² In O.A. No.141/2014

- Rodent and pest control management in station premises were to be included in all station contracts wherever feasible, else through separate contracts at major stations (NSG 1 to NSG 4) in one year.
- Monitoring of cleanliness through CCTV cameras at all major stations.

Audit examined whether the level of sanitation was ensured by the Railway Administration in the selected stations and noticed that –

A. Garbage management

- Rag picking arrangement within station limits and for approaches were not available in 38¹²³ out of 240 stations.
- Railway track along the platform lines were not clean at 59 stations¹²⁴.
- Garbage was burnt in station premises in seven stations¹²⁵.
- Garbage vats were not provided in 95 stations¹²⁶.
- Overflowing of garbage vat and garbage bins were noticed at 68 stations¹²⁷ and 26 stations¹²⁸ respectively.
- Dumping of garbage in station premises in 201 stations¹²⁹.
- No Joint Procedure Order or agreement exist with local bodies/ State Government for disposal of garbage in 437 stations¹³⁰.



B. Sanitation at station premises

- Pests and rodent control measures were not undertaken in 54 stations¹³¹.
- Drinking water booths/ coolers were not in hygienic condition in 128 stations¹³².
- Platforms were unclean in 77 stations¹³³.



¹²³ ECoR-12, ER-1, NFR-14, NWR-1, SER-2, SWR-8

¹²⁴ CR-2, ECR-3, ER-2, NCR-10, NER-2, NFR-12, NR-1, NWR-1, SCR-3, SECR-9, SER-1, SWR-4, WCR-5, WR-4

¹²⁵ ECoR-1, SECR-1, SR-4, WR-1

¹²⁶ CR-7, ECoR-19, ECR-1, ER-10, NER-2, NFR-8, NR-3, NWR-12, SCR-7, SECR-3, SR-17, SWR-2, WCR-3, WR-1

¹²⁷ ECoR-2, ER-2, NCR-2, NFR-14, NR-5, NWR-1, SECR-32, SR-1, SWR-8, WCR-1

¹²⁸ ER-3, NCR-2, NER-1, NR-2, NWR-2, SCR-1, SER-2, SWR-8, WCR-4, WR-1

¹²⁹ CR-13, ECoR-8, ECR-7, ER-11, NCR-7, NER-18, NFR-22, NR-12, NWR-15, SCR-11, SECR-24, SER-2, SR-9, SWR-24, WCR-8, WR-10

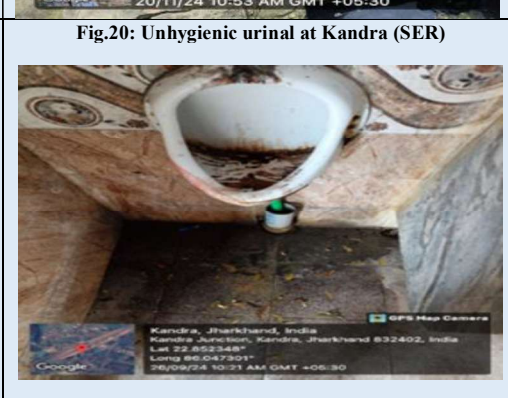
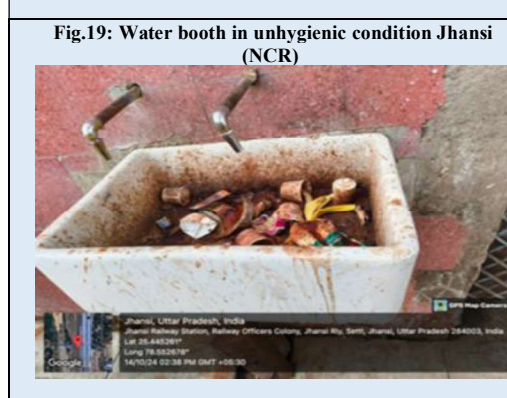
¹³⁰ CR-29, ECoR-30, ECR-32, ER-32, NCR-26, NER-31, NFR-32, NR-31, NWR-23, SCR-13, SECR-27, SER-31, SR-15, SWR-26, WCR-27, WR-32

¹³¹ CR-1, ECR-6, ER-7, NER-2, NFR-14, NR-5, NWR-6, SCR-3, SECR-2, SER-5, SR-1, WR-2

¹³² CR-5, ECoR-16, ECR-4, ER-1, NCR-11, NER-4, NFR-14, NWR-3, SCR-1, SECR-19, SER-4, SR-15, SWR-5, WCR-19, WR-7

¹³³ CR-1, ECoR-6, ECR-4, ER-1, NCR-9, NER-1, NFR-13, NWR-1, SCR-11, SR-2, SWR-2, WCR-19, WR-7

- Presence of stray dogs was noted in 301 stations¹³⁴.
- Drains along the tracks adjacent to the platforms were unclean with stagnating water/sewage in 52 stations¹³⁵.
- Cleanliness of area around catering stalls were not maintained in 32 stations¹³⁶.



- Train coach water filling hose was lying in drains along the PF lines in six stations¹³⁷.
- Discharge of drainage water/sewage from drains/toilets at station in Railway land/station premises were noticed in 57 stations¹³⁸.
- Paan/gutka stains were noticed in 232 stations¹³⁹.
- Open defecation in platform was noticed at 21 stations¹⁴⁰.
- Waiting halls were not clean in 61 stations¹⁴¹.
- Foot-over bridges were not clean in 61 stations¹⁴².



¹³⁴ CR-12, ECoR-20, ECR-13, ER-21, NCR-29, NER-18, NFR-23, NR-12, NWR-1, SCR-30, SECR-24, SER-6, SR-23, SWR-21, WCR-28, WR-20

¹³⁵ CR-1, ECoR-3, ECR-4, ER-2, NCR-4, NER-4, NFR-9, NR-2, SECR-4, SCR-2, SR-8, SWR-1, WCR-7, WR-1

¹³⁶ CR-2, ECoR-1, ECR-2, ER-4, NCR-2, NER-1, NFR-7, NR-1, SECR-4, SER-1, SWR-2, WCR-4, WR-1

¹³⁷ CR-DD; SR – CBE, MDU, SA; SWR-SMVT, WR-BL

¹³⁸ CR-1, ECR-10, ER-7, NCR-6, NER-1, NFR-13, SCR-2, SECR-7, SWR-1, WCR-7, WR-2

¹³⁹ CR-11, ECoR-21, ECR-17, ER-13, NCR-32, NER-8, NFR-26, NR-12, NWR-2, SCR-11, SECR-29, SER-3, SR-2, SWR-17, WCR-12, WR-16

¹⁴⁰ CR-2, ER-4, NER-1, NFR-7, SECR-3, SR-3, WCR-1

¹⁴¹ CR-1, ECoR-2, ECR-4, ER-1, NCR-9, NER-1, NFR-13, NWR-1, SER-2, SWR-1, WCR-19, WR-7

¹⁴² CR-1, ECoR-8, ECR-2, ER-1, NCR-7, NER-1, NFR-13, NWR-1, SER-1, WCR-19, WR-7

- Concourse/circulating areas were not clean in 97 stations¹⁴³.
- Of the 240 (NSG 1 to NSG 4) stations, monitoring of cleanliness through CCTV cameras was not ensured at 177 stations¹⁴⁴.

(Annexures 103 to 123)

5.3 Sanitation in toilets in stations

RB issued (May 2000, June 2006 and June 2012) guidelines for provision and maintenance of toilets. Audit examined whether sanitation was ensured in toilets and surrounding areas by the Railway Administration in the selected stations and noticed the following:

- Toilet/urinals/bathrooms were not in hygienic condition at 165 stations¹⁴⁵.
- Water logging at bathrooms/toilets/urinals due to choking of drains at 63 stations¹⁴⁶.
- Overflowing of septic tanks/sewerage system at 10 stations¹⁴⁷.
- Lack of cleanliness and hygiene near toilets in 92 stations¹⁴⁸.
- Toilet seats were unclean with stains etc. in 109 stations¹⁴⁹.
- Non-availability of water in one or more taps in toilets/ bathrooms in 31 stations¹⁵⁰.



Fig.22: Toilet at Atarra (NCR)

Audit observed further that though similar deficiencies in sanitation at stations/ toilets and dog/animal menace had already been recorded¹⁵¹ by Divisional Railway Users Consultative Committees, Service Improvement Groups and Railway Officials during inspections, the deficiencies in sanitation at stations continue.

(Annexures 124 to 129, Statement A)

A. Monitoring of cleaning operations in toilets

To ensure proper maintenance of the Pay and Use toilets, RB instructed (June 2006, June 2012 and June 2022) instructed that there should be a proper mechanism for supervision and monitoring duly specifying the inspection schedules of various levels. A complaint and suggestion register was to be maintained at the toilets which shall be made available to the users. Further, the user charges should be displayed at noticeable locations/entry points to the toilets and receipt should be issued to the user for the services provided. RB in June 2006 specified that the toilet unit was to be operated as a 'No-smoking zone' and proper indication board in this regard should be displayed.

¹⁴³ CR-3, ECoR-15, ECR-7, ER-1, NCR-8, NER-3, NFR-13, NWR-1, SECR-15, SWR-5, WCR-19, WR-7

¹⁴⁴ CR-9, ECoR-9, ECR-7, ER-8, NCR-10, NER-9, NFR-14, NR-7, NWR-5, SCR-17, SECR-13, SER-9, SR-15, SWR-13, WCR-12, WR-10

¹⁴⁵ CR-9, ECoR-13, ECR-11, ER-1, NCR-21, NER-12, NFR-15, NR-4, NWR-1, SCR-4, SECR-15, SER-7, SR-19, SWR-6, WCR-19, WR-8

¹⁴⁶ CR-1, ECoR-1, ECR-3, ER-2, NCR-8, NER-6, NFR-11, NR-3, NWR-2, SCR-1, SECR-6, SER-3, SWR-7, WCR-6, WR-3

¹⁴⁷ CR-1, ECR-1, NER-1, NFR-3, NR-1, SR-2, WCR-1

¹⁴⁸ CR-3, ECoR-9, ECR-3, ER-4, NCR-9, NER-12, NFR-10, NR-2, NWR-1, SCR-2, SECR-17, SER-3, SR-1, SWR-4, WCR-9, WR-3

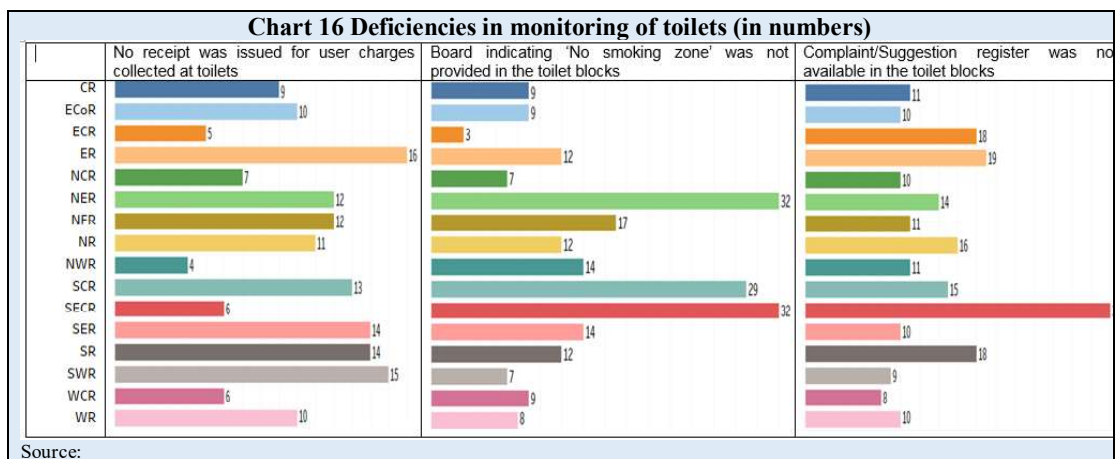
¹⁴⁹ CR-6, ECoR-10, ECR-4, ER-1, NCR-10, NER-11, NFR-8, NR-3, NWR-1, SCR-5, SECR-12, SER-3, SR-19, SWR-4, WCR-10, WR-2

¹⁵⁰ CR-3, ECR-1, NCR-3, NER-4, NFR-1, SCR-2, SECR-8, SER-3, SWR-3, WCR-3

¹⁵¹ CR, ECoR, ECR, NCR, NFR, NWR, SCR, SECR, SER, SR, SWR, WCR, WR

During inspection of the ‘Pay and Use’ toilets at selected stations, Audit verified the compliance of Railway Administration to the above instructions and noticed that –

- No records were available for supervision and monitoring of cleaning operations at Deluxe/Pay and Use toilets in nine zones¹⁵².
- Non-adherence to maintenance/inspection schedules were noticed in six zones¹⁵³.
- Complaint/ suggestion register was not available in the toilet blocks at 222 stations¹⁵⁴.
- User charges was not displayed at toilet premises in four stations¹⁵⁵.
- No receipt was issued for user charges collected at toilets in 164 stations¹⁵⁶.
- Board indicating ‘No smoking zone’ was not provided in the toilet blocks in 226 stations¹⁵⁷.



(Annexures 130 to 133, Statement A)

Survey results

The observations of Audit on the above aspects were also in line with the responses from passengers surveyed (7511/2507) at stations/waiting rooms as seen below:

- On cleaning of garbage at stations, 23 *per cent* and 44 *per cent* of passengers surveyed stated it as ‘very good’ and ‘good’, respectively.
- On cleanliness of the station, 33 *per cent* and 46 *per cent* of passengers stated as ‘very good’ and ‘good’, respectively.
- On control of pests and rodents, 12 *per cent* of passengers rated the performance of the Railways as ‘poor’.

¹⁵² ER, NCR, NER, SCR, SECR, SER, SR, WCR, WR

¹⁵³ CR, ECoR, ECR, NFR, NR, SWR

¹⁵⁴ CR-11, ECoR-10, ECR-18, ER-19, NCR-10, NER-14, NFR-11, NR-16, NWR-11, SCR-15, SECR-32, SER-10, SR-18, SWR-9, WCR-8, WR-10

¹⁵⁵ NGT, KPD, NCR, NMJ

¹⁵⁶ CR-9, ECoR-10, ECR-5, ER-16, NCR-7, NER-12, NFR-12, NR-11, NWR-4, SCR-13, SECR-6, SER-14, SR-14, SWR-15, WCR-6, WR-10

¹⁵⁷ CR-9, ECoR-9, ECR-3, ER-12, NCR-7, NER-32, NFR-17, NR-12, NWR-14, SCR-29, SECR-32, SER-14, SR-12, SWR-7, WCR-9, WR-8

- On control of flies and mosquitoes at stations, 12 *per cent* of passengers rated the performance of the Railways as 'poor'
- Regarding stray dogs and cattle in the platforms, 46 *per cent* of passengers stated to have noticed dogs and cattle in platforms.
- While most passengers at waiting rooms expressed satisfaction as regards the availability of water in toilets/bathrooms as well as about the availability of chairs, fans etc., the feedback about cleanliness at waiting rooms was not positive with 98 *per cent* of passengers rating the conditions as 'poor'.
- Regarding availability of buckets and mugs in bathing room/toilets at waiting rooms, 12 *per cent* stated as 'not available'.
- As regards cleanliness of toilets, 16 *per cent* passengers rated the performance of the Railways as 'poor'.



Fig.23: Stray dogs at Itarsi (WCR)

5.4 Testing of drinking water

RB specified (November 2017) that supply of drinking water is the responsibility of the Engineering Department while the Medical Department has been entrusted with monitoring of the quality of water supplied. The Section Engineer (Works) and Health and Malaria Inspector (HMI) are to be provided with multi-parameter water quality field test kits and bacteriological test vials, respectively as per the protocol.

Audit examined the compliance by the IR Administration to the above instructions in the selected stations and observed the following –

A. Inspection of water supply system

(i) The Section Engineer was to conduct periodical inspection of the water supply systems at a frequency that each system was covered at least twice in a year with multi-parameter water quality field test kits.

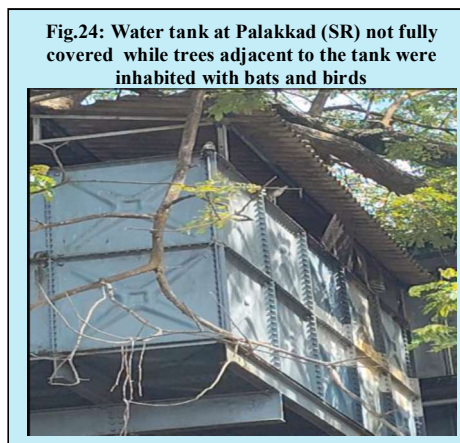
RB specified (November 2017) that the 'Uniform Drinking Water Quality Protocol' issued (February 2013) by the Ministry of Drinking Water and Sanitation, emphasises the importance of frequent inspection and maintenance of the whole system rather than relying on the end of pipe water testing and Railways shall strive to follow the protocol. However, Audit noticed that periodical inspection of the water supply systems by Section Engineer at least twice a year with multi-parameter water quality field test kits was not carried out as Multi-parameter water quality field test kits were not provided at 435 stations in 15 zones¹⁵⁸.

(ii) As per Para 537 of Indian Railway Works Manual, tanks used for the storage of drinking water should be rubbed and cleaned at such intervals as specified by the Divisional Engineer.

¹⁵⁸ CR-27, ECoR-32, ECR-31, ER-32, NCR-32, NER-32, NFR-11, NR-31, SCR-31, SECR-32, SER-32, SR-32, SWR-22, WCR-30, WR-28

Reports on cleaning of tanks should be submitted to the Assistant Engineer by the Section Engineer (Works) who shall maintain a register with complete particulars for the purpose.

- No records were made available to Audit regarding rubbing and cleaning of tanks used for the storage of drinking water in respect of 122 stations in 15 zones¹⁵⁹.
- Further, wherever the cleaning of the water tanks was carried out, the register was not submitted to Assistant Engineer at 423 stations in all the 16 zones¹⁶⁰.
- Drinking water tanks were not protected against pollution by birds/animals and growth of algae in respect of 39 stations in seven zones¹⁶¹.



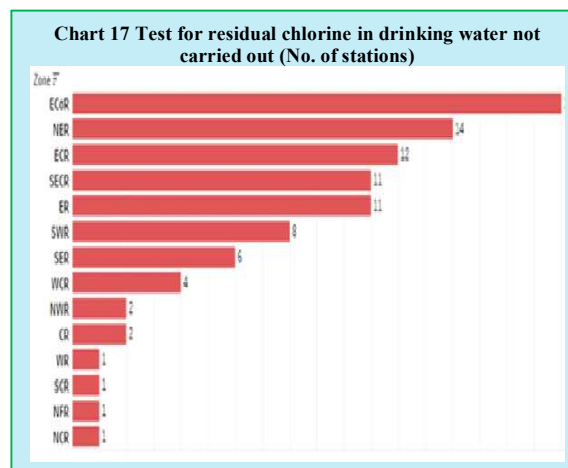
(Annexures 134 to 137)

B. Quality of drinking water

(i) Residual chlorine

RB specified (November 2017) that residual chlorine level shall be checked by HMI daily at stations where he is posted and at least once a month at other stations falling within his jurisdiction. However, Audit noticed that –

- Testing of residual chlorine level by Health Inspectors was not carried out in respect of 92 stations over 14 zones¹⁶².
- Testing of residual chlorine level by Health Inspectors was not carried out as per prescribed periodicity –
 - ✓ In eight stations of four ZRs during 2022-23 and in nine stations of six ZRs during 2023-24.
 - ✓ In both the years during 2022-23 and 2023-24 at 63 stations in 11 zones¹⁶³.



¹⁵⁹ CR-1, ECoR-4, ECR-10, ER-17, NCR-4, NER-11, NFR-2, NR-7, NWR-29, SCR-2, SER-9, SR-7, SWR-8, WCR-5, WR-6

¹⁶⁰ CR-7, ECoR-22, ECR-27, ER-25, NCR-15, NER-28, NFR-29, NR-22, NWR-31, SCR-32, SECR-32, SER-32, SR-25, SWR-32, WCR-32, WR-31

¹⁶¹ ECoR-1, ECR-1, NER-1, NFR-2, SECR-32, SER-1, SR-1

¹⁶² CR(2), ECoR(18), ECR(12), ER(11), NCR(1), NER(14), NFR(1), NWR(2), SCR(1), SER(6), SECR(11), SWR(8), WCR(4), WR(1)

¹⁶³ CR-6, ECoR-2, ER-4, NFR-4, NR-3, NWR-18, SCR-4, SER-7, SR-2, WCR-1, WR-12

- ✓ Drinking water contained low/high chlorine level than the prescribed level of 0.2 ppm to 0.5 ppm at 134 stations¹⁶⁴ in all the 16 zones during 2022-23 and 134 stations¹⁶⁵ in 15 zones except NER during 2023-24. Audit further noticed that residual chlorine level was not within the range of 0.2 ppm to 0.5 ppm in over 50 *per cent* of total tests conducted in respect of 62 stations in 11 zones¹⁶⁶.

(Annexures 138 to 142)

(ii) Testing by External Agencies:

Bleaching power is used to disinfect drinking water. High chlorine levels in drinking water was noticed in the tests carried out by the State Health Department in SR –

- Chlorine level in bleaching power was 15.94 mg/ litre as against 4mg/ litre. (Tiruchchirappalli Jn. (SR)) (October 2023)
- Chlorine level in bleaching power was 26 *per cent* against the minimum requirement of 32 *per cent*. (Coimbatore Jn. (SR)) (February 2023)
- Bleaching power contained chlorine level of 8.5 *per cent* as against 32 *per cent*. (Madurai Jn. (SR)) (March 2024)
- Bleaching powder contained Zero (0) *per cent* Chlorine level (Nuagaon (SER)) (10 occasions during 2022-23 and eight occasions during 2023-24)

C. Uniform Drinking Water Quality Protocol

The Ministry of Drinking Water and Sanitation had issued a ‘Uniform Drinking Water Quality Protocol’ in February 2013 based on which RB stipulated (November 2017) that the quality constituents of drinking water supplied be at least within the cause for rejection limits¹⁶⁷. RB (May 2023) directed all ZRs to comply with the aforesaid Protocol.

RB while reiterating the compliance to the aforesaid protocol, mentioned (May 2023) that IR is following water testing as per Annexure II (23 parameters) which includes all the basic minimum parameters viz. pH, Total Dissolved Solids, Turbidity, Chloride, Total Alkalinity, Total hardness, Sulphate, Iron, Arsenic, Fluoride, Nitrate, Total coliforms and Thermotolerant coliform or E-Coli.

(i) Bacteriological analysis of drinking water

RB specified (November 2017) that the HMI shall inspect each system at least twice a year with bacteriological test vials. In case of any suspect report, SSE is to take corrective measures and HMI is to get the water sample tested in detail in the laboratory.

Audit observed that:

- Bacteriological analysis of drinking water was not carried out in respect of 56 stations over five zones¹⁶⁸.

¹⁶⁴ CR-24, ECoR-2, ECR- 6, ER-20, NCR-2, NER-2, NFR-5, NR-6, NWR-16, SCR- 6, SER-10, SECR-4, SR-11, SWR-1, WCR- 5, WR-14

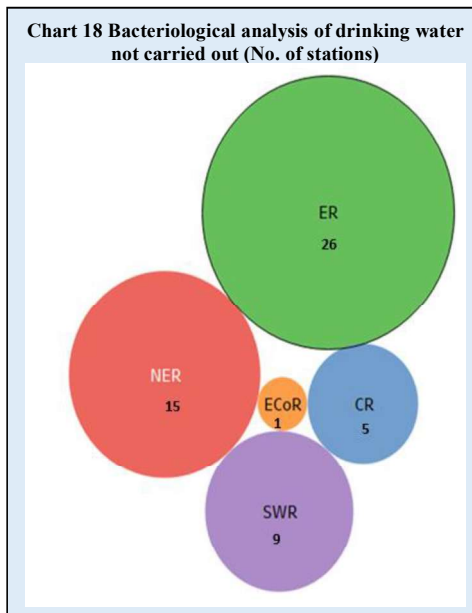
¹⁶⁵ CR-24, ECoR-1, ECR- 5, ER-20, NCR-3, NFR-5, NR-11, NWR-17, SCR-8, SER-9, SECR-2, SR-11, SWR-1, WCR-5, WR- 12

¹⁶⁶ CR-17, ECoR-2, ECR-6, ER-10, NR-3, NWR-5, SCR-2, SER-2, SECR-1, SR-6, WR-8

¹⁶⁷ Within acceptable and permissible limits

¹⁶⁸ CR-5, ECoR(1), ER(26), NER(15), SWR(9)

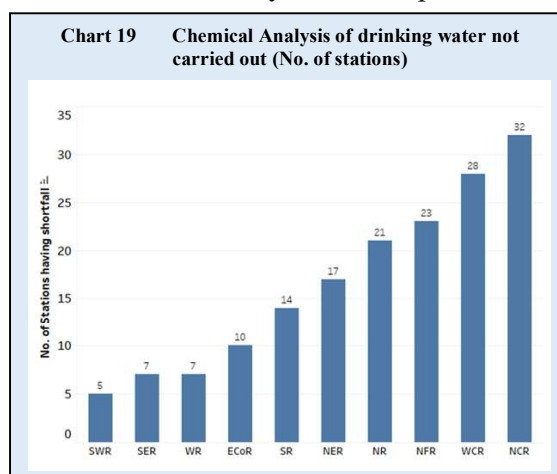
- Water sample from water cooler was positive for E-coli in respect of two stations (Coimbatore and Palakkad Junctions) in SR, one station (Hyderabad) in SCR, four stations (Chhatrapati Shivaji Maharaj Terminus, Bhiwandi Road, Kalyan and Lonavala) in CR and one station (Madhupur) in ER.
- Test results at 49 stations in eight zones¹⁶⁹ during 2022-23 and 59 stations in 10 zones¹⁷⁰ during 2023-24 indicated presence of Total coliforms bacteria (including E-coli) in drinking water.
- Bacteriological tests¹⁷¹ (other than Total coliforms) were unsatisfactory at 10 stations in four zones¹⁷² during 2022-23 and 12 stations in five zones¹⁷³ during 2023-24. Wherever unsatisfactory results were noticed, the Railway Administration carried out re-testing of water samples.



(Annexures 143 to 145 (a))

(ii) Chemical analysis of drinking water

- Chemical analysis of drinking water was not carried out by Health Inspectors at 164 stations in 10 zones¹⁷⁴.
- Chemical analysis of drinking water not carried out as per prescribed periodicity (twice a year) by the Health Inspectors at 60 stations in four zones¹⁷⁵.
- Results of chemical analysis indicated deficiencies in drinking water in 27 stations over seven zones¹⁷⁶ during 2022-23 and 34 stations in nine zones¹⁷⁷ during 2023-24.



¹⁶⁹ CR-12, ER-12, NCR-3, SCR-6, SER-4, SECR-1, SR-10, SWR-1

¹⁷⁰ CR-11, ECR-2, ER-14, NCR-5, NR-1, SCR-2, SER-5, SECR-6, SR-12, SWR-1

¹⁷¹ Colour, Odour, Suspended matter, presence of Nitrate, Total coliforms

¹⁷² CR-3, SECR-1, SR-5, SWR-1

¹⁷³ CR-2, SCR-1, SECR-2, SR-6, SWR-1

¹⁷⁴ ECoR-10, NCR-32, NER-17, NFR-23, NR-21, SER-7, SR-14, SWR-5, WCR-28, WR-7

¹⁷⁵ NER-14, NWR-28, SCR-4, SR-14

¹⁷⁶ CR-5, ECR-5, ER-2, NWR-1, SCR-3, SR-9, SWR-2

¹⁷⁷ CR-6, ECR-6, ER-2, NR-2, NWR-1, SCR-2, SER-2, SR-11, SWR-2

- Test for all 23 parameters as specified in the Annexure II of the ‘Uniform Drinking Water Quality Protocol’ was not carried out at any of the 512 selected stations.

The analysis for 80 parameters suggested in Annexure IV of the Protocol is to be carried out once each in pre-monsoon and post-monsoon seasons in a year. In case of detection of any pollutants, the parameter is to be analysed on routine basis. The Protocol stipulated that it is mandatory to carry out analysis of at least 13 basic water quality parameters out of the 80 parameters. However, Audit noticed that –

- Tests for all 80 parameters as per Annexure IV of the Protocol once each in pre-monsoon and post-monsoon seasons in a year was not carried out at any of the selected 512 stations.
- Test for basic parameters once in pre-monsoon and post-monsoon during 2023-24 was not carried out at 478 stations across all the ZRs.

RB further stated (May 2023) that testing of 12 other parameters viz., Colour, Ammonia, Free Residual Chlorine, Selenium, Zinc, Mercury, Lead, Cyanide, Copper, Chromium, Nickel and Cadmium except alkalinity is being done by Indian Railways. However, Audit noticed that the testing for 12 additional parameters as claimed (May 2023) by IR was not carried out at 477 stations across 16 zones.

(Annexures 146 to 151)

5.5 Station cleaning activities

A. Cleaning contracts

RB (August 2017) issued Standard Bid Document for contracts for mechanised cleaning and housekeeping of stations and trains.

Of the 512 selected stations, 275 stations were maintained through mechanised cleaning contracts. Audit examined the contracts for the years 2022-23 and 2023-24 and the results of the examination are given below:

- Cleaning activities were not carried out as per agreed schedule and frequency mentioned in the contract in 34 stations¹⁷⁸.
- There were short/non-deployment of machinery for station cleaning activities in 30 stations¹⁷⁹.
- Shortfall in provision of consumables for cleaning noticed in 18 stations¹⁸⁰.
- Monitoring of cleaning activities by Health and Malaria Inspector was not carried out in 35 stations¹⁸¹.

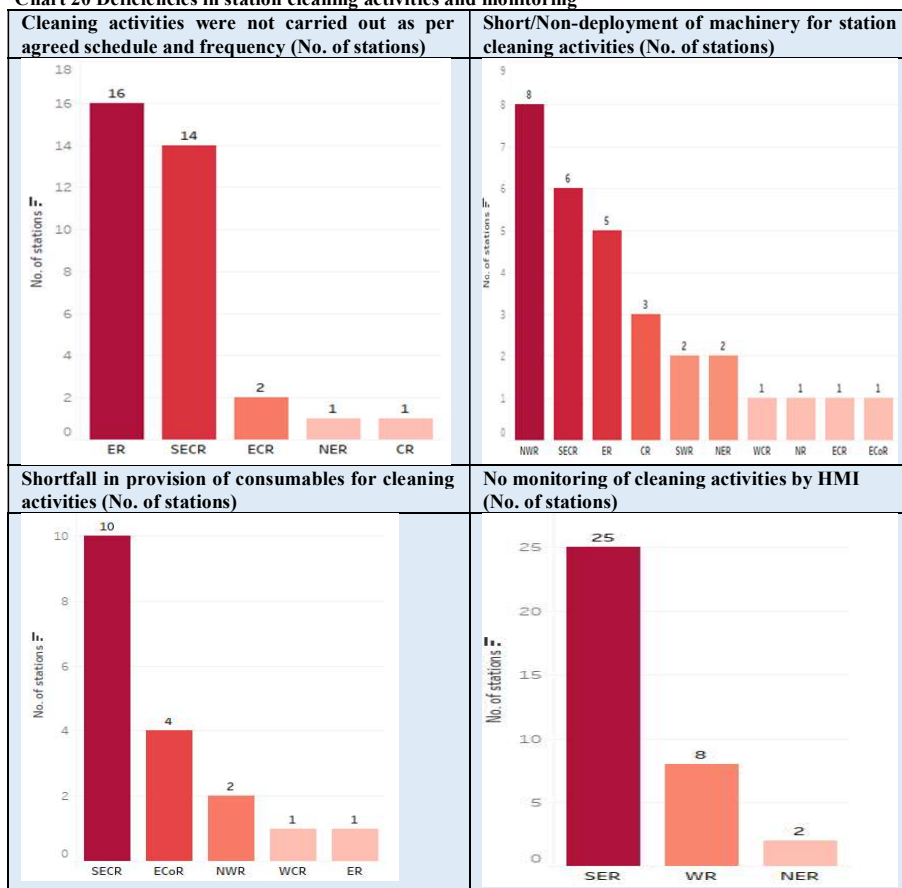
¹⁷⁸ CR-1, ECR-2, ER-16, NER-1, SECR-14

¹⁷⁹ CR-3, ECoR-1, ECR-1, ER-5, NER-2, NR-1, NWR-8, SECR-6, SWR-2, WCR-1

¹⁸⁰ ECoR-4, ER-1, NWR-2, SECR-10, WCR-1

¹⁸¹ NER-2, SER-25, WR-8

Chart 20 Deficiencies in station cleaning activities and monitoring



- In 51 stations¹⁸², police verification certificate for contract labourers were not available. Further, the penalty clause for non-submission of police verification certificate was not incorporated in the contract agreement in five zones¹⁸³. At Jabalpur station (WCR), as per the police verification certificate, one employee was with a criminal background. However, the employee was enrolled by the cleaning contractor and engaged in cleaning activities of the stations.
- Medical certificate for contract labourers was not available in 106 stations¹⁸⁴.
- Personal Protective Equipment (disposable masks, gloves, shoes, gum boots etc.) were not provided as per contract conditions to the workers in 64 stations¹⁸⁵.

Chart 21 Deficiencies in monitoring cleaning contracts (No. of stations)

Medical certificate for contract labourers was not available	Personal Protective Equipments were not provided	Police verification certificate for contract labourers was not available
ZR	ZR	ZR
SECR 31	SECR 32	SECR 14
ER 16	NCR 10	NWR 11
NWR 11	WCR 8	ER 8
WR 10	SER 6	SER 6
NER 7	NWR 5	WR 5
ECR 7	WR 1	NER 5
SER 6	NR 1	NFR 1
ECoR 6	NCR 1	CR 1
WCR 5	NFR 1	
NR 4		
NFR 1		
NCR 1		
CR 1		

¹⁸² CR-1, ER-8, NER-5, NFR-1, NWR-11, SECR-14, SER-6, WR-5

¹⁸³ ECoR, ER, SECR, SER, WCR

¹⁸⁴ CR-1, ECoR-6, ECR-7, ER-16, NCR-1, NER-7, NFR-1, NR-4, NWR-11, SECR-31, SER-6, WCR-5, WR-10

¹⁸⁵ NCR-10, NFR-1, NR-1, NWR-5, SECR-32, SER-6, WCR-8, WR-1

Audit further noticed that:

- An additional entry in the main entrance and a newly constructed PF 8 and second entry was commissioned at Tiruchchirappalli Junction (TPJ) (SR) in February 2023 and September 2023, respectively. However, the cleaning activity for the same was not included in existing cleaning contract. Additional manpower was sought for by the Chief Health Inspector, Tiruchchirappalli station since March 2023. No action has been taken by the Division (November 2024) and the platforms remained unclean.

(Annexures 152 to 159)

B. Compliance with conditions of Standard Bid Document for cleaning contracts

For improved contract management and assured long-term deliverables in the cleanliness and housekeeping domain for stations, a Standard Bid Document for Mechanised Cleaning and Housekeeping at stations was prepared and circulated by RB (August 2017). RB specified that the document shall be used by all ZRs for inviting tenders for housekeeping and related works for stations. As per Appendix-1 of the said Standard Bid Document (SBD), levy of penalty was mandated for poor quality of cleaning, non-completion of work, short deployment of manpower, short deployment of machinery, presence of rodents, non-availability of required quantity of consumables, etc.

On scrutiny of station cleaning contracts, it was observed that the penalty amount as specified in the SBD for non-compliance of contract conditions by the contractor was not specified in the contracts of several zones. Further, despite all zones have to mandatorily follow the SBD clauses in the drafting of contracts, Audit noted that drafting of penalty clauses in the contracts relating to the following aspects was not uniform across Divisions within the same Zone. Each Division within the Zone adopted different conditions and quantum of penalty in contravention to the SBD as given below:

Table 26: Compliance with conditions of Standard Bid Document for cleaning contracts

Sl. No.	Description	Non-compliance with terms of Standard Bid Document	Non-uniformity in contract conditions across Divisions
		No. of zones	No. of zones
1	Penalty for Short / Non deployment of Machinery	8	5
2	Penalty for presence of rodent/any equipment damage due to rodent	10	2
3	Theft cases occurred by contractors employee	8	1
4	Penalty for non-availability of required quantity of reagents/detergents/ chemicals	8	3
5	Penalty for Non completion of work	5	4
6	Penalty and reward system	4	4
7	Penalty for poor quality of cleaning & housekeeping work	7	Nil
8	Contractor staff with improper uniform	Nil	2

(Annexures 160 (a), 160 (b))

Deficiencies observed in cleaning contracts could adversely impact the maintenance of hygiene and sanitation standards at stations. The Railways need to ensure that cleaning contracts entered into are uniformly worded and penalties levied as per SBD requirements.

5.6 Provision and utilisation of funds under ‘Station sanitation’

The allotment and utilisation of funds under ‘Station sanitation’ (MH-3002; SMH-07; Sub Head-280) was examined to assess whether funds provided for maintaining sanitation at stations were fully utilised for the purpose.

The budget allotted and funds utilised during 2019-20 to 2023-24 under ‘Station sanitation’ (MH-3002; SMH-07; Sub Head-280) are given in the following table:

Table 27: Allotment and utilisation of funds under ‘Station sanitation’

Zone	2019-20			2020-21			2021-22			2022-23			2023-24		
	BG	Actual	Excess(+)/ Savings(-)	BG	Actual	Excess(+)/ Savings(-)	BG	Actual	Excess(+)/ Savings(-)	BG	Actual	Excess(+)/ Savings(-)	BG	Actual	Excess(+)/ Savings(-)
CR	80.69	92.44	11.75	122.97	72.1	-50.87	70.41	60.73	-9.68	55.41	69.5	14.09	72.33	56.19	-16.14
ECoR	27.62	27.28	-0.34	27.59	18.52	-9.07	18.91	18.99	0.08	20.42	27.57	7.15	23.17	28.7	5.53
ECR	33.69	40.40	6.71	64.32	40.72	-23.60	69.58	39.99	-29.59	51.72	46.91	-4.81	50.31	42.98	-7.33
ER	47.97	43.05	-4.92	48.97	48.46	-0.51	63.23	58.43	-4.80	66.66	64.79	-1.87	68.97	59.43	-9.54
NCR	22.24	37.91	15.67	34.08	38.60	4.52	39.63	32.91	-6.72	30.77	41.41	10.64	38.95	44.64	5.69
NER	NA	NA	NA	45.17	31.17	-14.00	47.51	39.66	-7.85	48.02	57.18	9.16	49.91	57.09	7.18
NFR	NA	50.28	NA	46.13	56.38	10.25	50.75	51.12	0.37	52.19	57.99	5.80	58.31	55.98	-2.33
NR	48.78	86.26	37.48	75.00	63.82	-11.18	53.76	77.85	24.09	82.18	98.63	16.45	83.88	92.41	8.53
NWR	NA	35.40	NA	46.95	28.98	-17.97	28.21	19.26	-8.95	20.72	20.19	-0.53	31.36	19.68	-11.68
SCR	52.99	38.00	-14.99	44.49	32.36	-12.13	39.22	18.89	-20.33	22.16	32.61	10.45	30.62	43.24	12.62
SECR	26.10	39.22	13.12	32.66	28.91	-3.75	35.57	21.50	-14.07	25.47	26.68	1.21	24.35	29.23	4.88
SER	19.03	16.48	-2.55	16.49	17.42	0.93	23.33	18.01	-5.32	20.07	18.99	-1.08	18.78	20.08	1.30
SR	94.40	107.09	12.69	121.57	68.98	-52.59	91.03	64.45	-26.58	70.11	68.62	-1.49	69.23	78.92	9.69
SWR	24.38	24.46	0.08	29.00	16.87	-12.13	20.16	13.73	-6.43	13.85	17.00	3.15	15.95	20.68	4.73
WCR	29.86	21.27	-8.59	32.17	22.29	-9.88	27.86	23.05	-4.81	22.57	26.92	4.35	24.85	25.67	0.82
WR	69.48	74.87	5.39	71.33	63.66	-7.67	74.83	63.43	-11.40	55.18	55.17	-0.01	64.95	60.2	-4.75
Total	577.23	734.41	71.50	858.89	649.24	-209.65	753.99	622.00	-131.99	657.50	730.16	72.66	725.92	735.12	9.20

Source: Budget Report – Revenue – IPAS

From the above table, it is evident that IR spent a substantial amount each year for maintaining sanitation at stations. However, deficiencies persist in maintaining sanitation at stations, particularly in toilets and drinking water booths.

Audit observed that there were excess expenditure over the BG during 2022-23 and 2023-24 (Post COVID pandemic period) to an extent of `72.66 crore and `9.20 crore respectively under ‘Station sanitation’.

Further, during 2022-23 and 2023-24, it was noticed that:

- In eight zones (ECoR, NCR, NER, NR, SCR, SECR, SWR and WCR) the expenditure incurred was more than the budget grant
- In three zones (ECR, ER and NWR) there was under-utilisation of budget grant as given below:

Table 27 (a): Under-utilisation of funds under ‘Station sanitation’ during 2022-23 and 2023-24

Sl. No.	Zone	Underutilisation of funds (in per cent)
1	ECR	9 - 15
2	ER	3 -14
3	NWR	3 - 37

Thus IR needs to monitor the requirement/allotment of funds to the zones and its utilisation to improve the cleanliness of the stations benchmarked to the best in the world as envisaged in Vision 2020 document of IR.

(Annexure Fund_SS)

Conclusion

Deficiencies exist in maintenance of amenities provided at stations. Non-functional toilets and unhygienic condition of toilets/urinals was observed. Deficiencies in management of garbage and sanitation at station premises continue to persist. There was lack of supervision and monitoring of cleaning operations in toilets. Though improvements needed in sanitation at stations were pointed out by Railway officials periodically, deficiencies in sanitation were noticed by Audit during inspection of the selected stations.

Inspection of the water supply systems was not carried out as per prescribed periodicity. There were shortfall in testing of drinking water for bacteriological test, chemical analysis and residual chlorine test. Drinking water contained low/high level of chlorine, Total coliforms bacteria (including E-coli bacteria) as well as deficiencies in parameters tested indicated unsatisfactory quality of drinking water at stations. Tests prescribed in the 'Uniform Drinking Water Quality protocol' were not carried out for several parameters.

Though penalty was levied against the contractors wherever shortfall to contractual conditions were noticed, this does not dissociate the contractor/Railways from ensuring the conditions of contracts are complied and intended benefit of sanitation at stations was achieved.

Despite incurring significant expenditure for station cleaning activities, there were deficiencies in sanitation at stations.

Recommendations

IR may:

- Ensure sanitation in toilets at railway stations and availability of safe drinking water to rail passengers; and
- Strengthen monitoring mechanisms to ensure upkeep of passenger amenities and sanitation at stations.

Chapter 6

Monitoring mechanism

6 Monitoring the provision and availability of amenities and sanitation measures

Monitoring the provision of passenger amenities at stations as well as regularly assessing the quality and maintenance of facilities provided to passengers, such as clean toilets and drinking water and comfortable seating is crucial in ensuring that amenities meet established standards and provides a basis for identifying areas needing further attention. Effective monitoring and establishment of systems for the same are imperative to ensure the sustained quality of facilities are provided for the benefit of passengers. Identifying and addressing deficiencies in a timely manner is possible by proper monitoring through inspections, review meetings, etc. Monitoring would also focus on issues of station hygiene and preventive measures such as maintenance of assets used for upkeep of passenger amenities. Monitoring should include ensuring effective utilisation of feedback from passengers and passenger grievance redressal. Effective monitoring plays a key role in ensuring passenger amenities are maintained well and as a corollary, higher levels of customer satisfaction are achieved.

Audit observed that Chapter-V of Indian Railway Code for Traffic (Commercial) Department require the constitution of Consultative and Monitoring Committees which are to meet periodically and at different levels in the hierarchy. The instructions also provide for the constitution of Service Improvement Groups to ensure regular inspections at stations. Redressal of complaints is facilitated through various options available to passengers including RailMadad Portal, SMS, Centralised Public Grievance Redress and Monitoring System (CPGRAMS), registering of complaints by passengers in the complaint registers maintained by Station Masters/ Station Managers etc.

The observations of Audit based on examination of the prevalent systems across zones are discussed below;

6.1 Consultative and Monitoring Committees for provision and improvement of passenger amenities

The Monitoring Committees that are envisaged to functions at different levels in the hierarchy are as follows;

a) The National Railway Users Consultative Council (NRUCC) at the Centre considers matters relating to the services and facilities provided by the Railways and refer them for the consideration by the Ministers as well as Zonal Committee. The NRUCC is part of a hierarchical system of Railway Users' Consultative Committees, including Zonal Railway Users' Consultative Committees (ZRUCCs), Divisional Railway Users' Consultative Committees (DRUCCs), Suburban Railway Users' Consultative Committees (SRUCCs), etc.

b) Passenger Amenities Committee

The Passenger Amenities Committee is in the nature of an Advisory Committee. The Committee comprising elected representatives, Government officials, industry experts is constituted by the Railway Board for a period of upto two years. The Committee is mandated to check the passenger amenities at stations and on trains over Zones/Divisions. In case any deficiency in amenities is noticed, the same is brought out to the notice of Railway Administration for appropriate action at Zonal/ Division level.

c) **Zonal Railway Users' Consultative Committee (ZRUC) and Divisional Railway Users' Consultative Committee (DRUC)** are constituted at Zonal and Division levels, respectively for provision of passenger amenities, improvement of passenger services and facilities provided by the Railways and any subject of general public interest or public convenience or such matters affecting passenger services and facilities which has been the subject of representation by users. The tenure of NRUC/ ZRUC/ DRUC is for a period of two years.

Audit examined constitution of the Consultative Committees and conducting meetings by them as per periodicity fixed by RB and observed that –

A. National Railway Users Consultative Council

- The last NRUC was constituted for a two year term from 01.04.2022 to 31.03.2024 and was dissolved on 15.11.2023 before completion of its tenure.
- No meeting of NRUC was held during the period from 2019-20 to 2023-24.

B. Passenger Amenities Committee

The Passenger Amenities Committee was last constituted in 2021 with a tenure of two years but had ceased to exist on expiry of its tenure on 16.7.2023. The Passenger Amenities Committee visited 51¹⁸⁶ of the 512 selected stations during its tenure.

(Appendix V)

C. Zonal Railway Users' Consultative Committee (ZRUC) and Divisional Railway Users' Consultative Committee (DRUC)

During 2022-23 and 2023-24, in none of the 16 Zonal Railways, the ZRUC/DRUC Committee meetings were held as per prescribed periodicity as given below:

(i) ZRUC

The Committee was constituted by all the Zones. The meetings were to be held thrice a year. However, there were shortfall in conduct of meetings as given below:

Table 28 Meetings of ZRUC

Zone	No. of meetings held	
	2022-23	2023-24
CR, ECoR, ER, SCR, SECR, SER, SWR	1	1
ECR, NCR, NR, NWR, SR	1	0
NFR	0	1
NER	2	1
WCR	2	2
WR	1	2

Source: Records of Zonal Railway Headquarters

(ii) DRUC

The Committee was constituted by all the Zones. Meetings of DRUC were to be held quarterly but not less than three times in a year. However, there were shortfall in conduct of meetings as given in the following table:

¹⁸⁶ CR-6, ECoR-3, ECR-3, ER-7, NER-4, NFR-8, NR-4, NWR-3, SR-3, WCR-10

Table 29: Details of DRUCC meetings held during 2022-23 and 2023-24

Zone	Number of meetings conducted	
	2022-23	2023-24
CR	2 (BB, SUR, NGP)	2 (BB, SUR, PUNE)
ECoR	1 (KUR), 2 (SBP, WAT)	1 (KUR, SBP, WAT)
ECR	2 (DDU), 1 (DHN, DNR, SEE, SPJ)	0 (DDU, SEE), 2 (DHN), 1 (DNR, SPJ)
ER	2 (HWH), 1 (SDAH, ASN, MLDT)	1 (HWH, SDAH, ASN, MLDT)
NCR	2 (AGRA, JHS), 0 (PRYJ)	1 (AGRA), 2 (JHS), 0 (PRYJ)
NFR	1 (KIR APDJ, LMG and TSK), 2 (RNY)	1 (KIR, RNY, LMG & TSK), 2 (APDJ)
NER	1 (IZN, BSB, LJN)	1 (IZN), 0 (BSB, LJN)
NR	0 (DLI, UMB), 1 (FZR), 2 (MB, LKO)	1 (DLI, UMB, LKO, FZR), 3 (MB)
NWR	1 (JP, JU), 2 (AII, BKN)	1 (BKN, JP, JU), 2 (AII)
SCR	0 (GTL), 1 (SC, HYB, NED, BZA, GNT)	0 (BZA), 1 (NED, GTL, GNT), 2 (SC, HYB)
SECR	1 (R, BSP, NGP)	0 (BSP), 1 (R), 2 (NGP)
SER	0 (KGP), 1 (ADRA), 2 (CKP, RNC)	2 (KGP, ADRA, CKP, RNC)
SR	0 (TVC), 1 (SA, TPJ), 2 (MAS, MDU, PGT)	1 (MDU), 2 (MAS, SA, TPJ, TVC), 3 (PGT)
SWR	2 (UBL), 1 (SBC, MYS)	2 (SBC), 1 (UBL, MYS)
WCR	0 (KOTA), 2 (JBP, BPL)	0 (BPL), 1 (KOTA), 3 (JBP)
WR	1 (BRC, RTM, RJT), 2 (MMCT, ADI, BVP)	1 (RTM), 2 (RJT), 3 (MMCT, ADI, BRC, BVP)

Source: Records of Commercial Department of Divisions

The implementation of suggestions/ recommendations of Passenger Amenities Committee and the Consultative Committees regarding provision of amenities and maintenance of sanitation at the selected stations were examined and remarks have been incorporated at paragraphs pertaining to respective issues.

The Ministry of Railways in reply to Audit stated (February 2025) that currently there was no proposal for reconstitution of NRUCC as Passengers Amenities Committee is constituted at apex level which visits various parts of the Railways, holds meetings with the officers of the Railways as well as Railway Board and gives their reports/suggestions which are examined for feasibility of their implementation.

However, Audit observed that no Passenger Amenities Committee has been constituted since July 2023.

In regard to the monitoring mechanism at Railway Board to ensure constitution of the ZRUCC/DRUCC and conducting meetings as per prescribed schedule, the Ministry in reply to Audit stated (February 2025) that the ZRUCC and DRUCC were constituted by the Zonal Railways and the tenure of these committees were advised by the Ministry. Further, the details of meetings were called for from time to time from the Zones and in case of any shortfall, suitable guidelines were issued to hold the meeting as per schedule.

The reply of MoR is not acceptable as the ground realities noticed by Audit was contrary to the claim of the Ministry. During the two year period, none of the Zones have adhered to the prescribed periodicity in conduct of ZRUCC and DRUCC meetings.

6.2 Monitoring the upkeep of amenities at stations

Monitoring the station cleaning activities and upkeep of stations are among the main functions of Service Improvement Groups (SIG). RB issued (May 2015) guidelines to increase the effectiveness of actions by SIG teams. Station level SIGs should do inspection of 'A1' and 'A' category of stations thrice a week and once a week at other important stations. Station level

SIGs should identify deficiencies in the passenger amenities already provided as well as in station cleanliness etc. Divisional Officers level SIG should review the functioning of station level SIG teams of 'A1' and 'A' category of stations once in a month. These activities are to be monitored and overseen at the level of DRM/ ADRM and AGM.

The Ministry of Railways informed the Standing Committee on Railways (2020-21) that SIG at various levels have been formed. Further as per the Tenth Report (February 2022) of the Standing Committee on Railways (2021-22) 17th Lok Sabha, the Ministry of Railways stated that every effort is being taken at various levels to monitor the cleanliness of stations. The measures are reviewed on a monthly basis by Additional General Managers (AGMs) at Zonal level and by Additional Divisional Railway Managers (ADRM) at Divisional level.

Audit examined the functioning of SIGs at the selected stations and observed that –

- In 165 A1' and 'A' category stations¹⁸⁷, the SIG meetings were not held thrice a week.
- In 303 'B', 'D' and 'E' category stations¹⁸⁸, the SIG meetings were not held even once a week.
- No records were available regarding review by the Division level SIG once a month on the functioning of SIG team of 144 'A1' and 'A' stations¹⁸⁹.
- Inspections were not carried out by the Division level SIG based on the review report of station level SIG in 321 stations¹⁹⁰.
- No records were available in regard to monitoring/overseeing the activities of SIGs at the level of DRM/ADRM in all the zones except WR.

Thus, there were shortfalls in monitoring the station cleaning activities and upkeep of stations by the SIGs at various levels.

(Annexures 161 to 164)

6.3 Monitoring activities affecting cleanliness at stations

The 'Indian Railways (Penalties for activities affecting cleanliness at railway premises) Rules, 2012' were notified¹⁹¹ in November 2012. RB instructed (December 2012) ZRs to give wide publicity to the rules through advertisements in various newspapers, pasting of posters at all railway stations, announcement through public address system at stations etc.

The Rule stipulated that whoever contravenes any of the provisions or fails to comply shall be punished with a fine upto ` 500. RB, while reviewing the cost of housekeeping of trains and stations, directed (June 2020) ZRs to intensify enforcement of the above anti-littering rules.

The Hon'ble National Green Tribunal had directed¹⁹² (1.10.2018) Railways to submit an action plan for solid waste disposal, littering, defecation along the railway tracks, removal of encroachments. The following actions were proposed (2019) by IR for maintaining cleanliness at Railway stations –

¹⁸⁷ CR-7, ECOR-11, ECR-11, ER-12, NCR-12, NER-6, NFR-13, NR-17, NWR-12, SCR-10, SECR-9, SER-8, SR-15, SWR-4, WCR-5, WR-13

¹⁸⁸ CR-20, ECOR-21, ECR-20, ER-18, NCR-20, NER-24, NFR-19, NR-12, NWR-20, SCR-22, SECR-23, SER-24, SWR-17, WCR-24, WR-19

¹⁸⁹ CR-11, ECOR-11, ECR-8, ER-6, NCR-12, NFR-13, NR-18, NWR-12, SCR-10, SECR-9, SER-8, SWR-6, WCR-7, WR-13

¹⁹⁰ CR-11, ECOR-11, ECR-32, ER-17, NCR-14, NER-15, NFR-32, NR-15, NWR-12, SCR-18, SECR-32, SER-29, SWR-20, WCR-31, WR-32

¹⁹¹ Extraordinary Gazette of India, vide No.GSR.846 (E) dated 26.11.2012

¹⁹² in O.A. No.141/ 2014

- Seek public co-operation and educate the passengers/rail users through announcements over PA system, posters/banners/slogans etc. for not littering solid waste in railway premises.
- Display and implementation of fines and penalties to be imposed for littering on platforms and railway tracks.

Audit examined the efforts taken by Railway Administration for prevention of littering at stations as per anti-littering rules and observed that –

- Announcements through Public Announcement System regarding anti-littering at stations and penalty were not made at 144 stations¹⁹³;
- Posters/ banners for not littering wastes in railway premises were not displayed at 193 stations¹⁹⁴;
- Notice regarding imposition of penalty for littering at station premises was not displayed at 198 stations¹⁹⁵.

24 per cent of passengers surveyed stated they were not aware about penalties for littering etc. in station premises.

(Annexures 165 to 167)

The details of penalty levied by Commercial and Security Departments for the years 2022-23 and 2023-24 are tabulated below:

Table 30: Penalty levied by Security and Commercial Departments for littering

Year	No. of instances			Penalty recovered (₹ in crore)		
	Security Dept.	Commercial Dept.	Total	Security Dept.	Commercial Dept.	Total
2022-23	119505	709069	828574	2.45	2.44	4.89
2023-24	129267	474131	603398	2.57	2.32	4.89

Source: Records of Commercial and Security Departments

(Annexures 168, 169)

There was a declining trend in the number of instances of levy of penalty for activities affecting cleanliness at railway premises. Railway Administration needs to take further concerted efforts to create awareness among passengers on anti-littering at station premises and intensify enforcement of the anti-littering rules.

6.4 Passenger complaints

Indian Railways receives complaints/suggestions through RailMadad Portal, SMS, Centralised Public Grievance Redressal and Monitoring System (CPGRAMS) and direct complaints registered by passengers in the complaint registers maintained by Station Masters/Station Managers.

Complaints pertaining to passenger amenities received from passengers during 2022-23 and 2023-24 as per RailMadad data are given in the following table:

¹⁹³ CR-5, ECoR-13, ECR-7, ER-8, NER-2, NFR-5, NR-4, NWR-16, SCR-6, SECR-25, SER-16, SR-20, SWR-11, WCR-5, WR-1

¹⁹⁴ CR-9, ECoR-22, ECR-8, ER-10, NCR-10, NER-11, NFR-15, NR-8, NWR-10, SCR-12, SECR-21, SER-18, SR-4, SWR-10, WCR-17, WR-8

¹⁹⁵ CR-8, ECoR-23, ECR-10, ER-10, NCR-13, NER-15, NFR-13, NR-4, NWR-14, SCR-10, SECR-22, SER-17, SR-4, SWR-11, WCR-19, WR-5

Table 31: Passenger complaints pertaining to amenities

Category of complaints	Total No. of complaints	
	2022-23	2023-24
Medical Assistance	5,157	5,521
Cleanliness	8,624	11,710
Divyangjan facilities	6,740	5,580
Electrical equipment	14,600	17,884
Facilities for women with special needs	1,021	1,001
Passenger amenities	28,506	27,745
Water availability	4,548	5,526
Total Complaints	69,196	74,967

Source: Rail Madad Data

From the above, it was observed that though there was a marginal increase in passenger complaints regarding amenities at stations during the year 2023-24 to that of 2022-23, increase in complaints on medical assistance, cleanliness, failure of electrical equipment and availability of water at stations were reported.



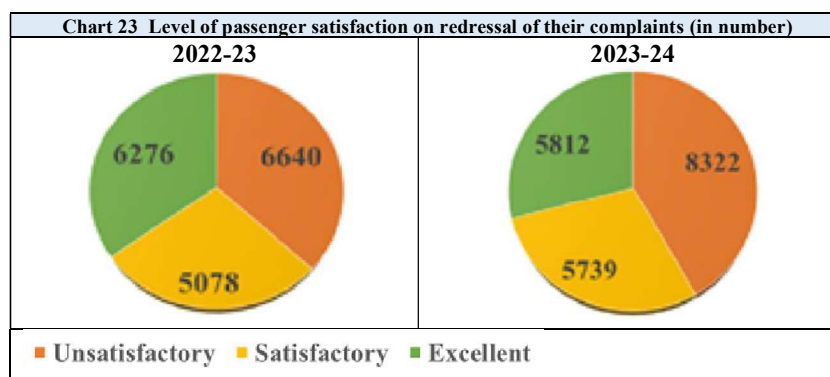
On redressal of their complaints, passengers were requested to give their rating as 'Excellent, Satisfactory, and Unsatisfactory'. The level of passenger satisfaction on redressal of their complaints is given below:

Table 32: Level of passenger satisfaction on redressal of their complaints

Year	Total number of complaints	Total no. of feedbacks given by the complainants	Passengers feedback (in Numbers)		
			Excellent	Satisfactory	Unsatisfactory
2022-23	69,196	17,994	6,276 (35%)	5,078 (28%)	6,640 (37%)
2023-24	74,967	19,873	5,812 (29%)	5,739 (29%)	8,322 (42%)

Source: Rail Madad Data

From the above table, it was observed that in their feedback, 37 *per cent* in 2022-23 and 42 *per cent* in 2023-24 passengers expressed dissatisfaction at the resolution of their complaints.



The Public Accounts Committee (2009-10) in its 21st Report on ‘Cleanliness and sanitation in Indian Railways’ expressed its view that a responsive and effective grievance redressal of passengers at railway stations and in trains with respect to cleanliness and sanitation is of extreme importance in order to restore faith of the travelling passengers on the systems in place in the Indian Railways. On the Ministry of Railways statement that at all the stations a complaint cum suggestion book is maintained with the station manager/station superintendent, the Committee advised the Railways to give wide publicity to the existence of the complaint/suggestion boxes through Public Address System and publicity campaigns. The Passenger Amenities Committee during its visit to SR advised (December 2021) that a poster mentioning the availability of complaint book with the Station Master for easy access by passengers is to be displayed in station premises.

In spite of the above advice of the Committee, Audit noticed that at 130 stations¹⁹⁶, there was no display on availability of complaint register.

Further, Audit noticed that –

- Complaint register records were not available at five stations¹⁹⁷ (SCR-1, NFR-4).
- In the selected stations, 2,894 complaints¹⁹⁸ were registered in the complaint registers maintained at the stations during the two year period.
 - ✓ Action taken on complaints of passengers was not on record at 16 stations¹⁹⁹;
 - ✓ Action was not taken on one or more complaints at 40 stations²⁰⁰.

22 *per cent* of passengers surveyed, stated that they were not aware of the availability of complaint register at the station.

In regard to announcement on change of platform just minutes before arrival of train, 27 *per cent* of passengers recorded that they had encountered situations of last minute change of platform.

The above observations indicate that the prevalent complaint redressal mechanism needs to be improved to ensure higher satisfaction levels of rail commuters.

(Annexures 170 to 170 (c))

6.5 Improvements in provision of amenities post Audit

During revisit of the selected stations Audit noticed that subsequent to the first visit, the following improvements to provision of passenger amenities had been made in some of the stations;

- Seats (645) were provided in nine stations²⁰¹;
- Drinking water taps (351) were provided in 25 stations²⁰²;

¹⁹⁶ CR-3, ECoR-16, ECR-10, ER-10, NCR-3, NER-4, NFR-4, NR-8, NWR-2, SCR-3, SECR-21, SER-10, SR-10, SWR-18, WCR-7, WR-1

¹⁹⁷ SCR-AKVD; NFR-NJP, NMZ, RNY, BPRD

¹⁹⁸ CR-150, ECoR-77, ECR-313, ER-293, NCR-76, NER-56, NFR-72, NR-566, NWR-196, SCR-140, SECR-81, SER-9, SR-499, SWR-176, WCR-46, WR-194

¹⁹⁹ SCR-YA; NER-CPR; ER-NH, BGP, RNG, PNE; NFR-5 (KIR, JBN, DJ, SCL, BPB; WCR-GLG, MABA, ODG, MNV; NR-NDLS

²⁰⁰ CR-4, ER-2, NFR-2, NWR-3, SCR-4, SER-1, SR-24

²⁰¹ CR-1, ECoR-1, ER-2, NER-1, NFR-1, SER-1, SWR-1, WR-1

²⁰² CR-5, ECoR-4, ER-2, NER-3, NFR-2, NR-2, SCR-1, SECR-2, SR-2, WR-1

- Fans (260) were provided in 24 stations²⁰³;
- Latrines (140) were provided in 18 stations²⁰⁴;
- Urinals (88) were provided in 18 stations²⁰⁵;
- Apart from the above, improvements were noticed in provision of clock (16 stations), water coolers (6 stations), lighting (16 stations), emergency lighting (7 stations), dustbins (13 stations), Public Address System (2 stations), water vending machines (2 stations), separate toilets for ladies (2 stations), signages (11 stations), platform shelter (7 stations), infant nursing cubicle (2 stations), folding stretcher (3 stations), Plastic Bottle crusher machine (4 stations), covered pathway from FOB to platform shelter (1 station) and Electronic Train Indication Board (2 stations).
- Divyangjan facilities – toilets (7 stations), water taps (3 stations), parking (3 stations), inter-platform transfer facility (3 stations), engraving on edges of platforms (2 stations), wheel chairs (3 stations), improvement to ramps (4 stations), help booths (2 stations) and Braille signage (1 station).
- Display of notice regarding imposition of penalty for littering at station premises (15 stations), availability of complaint register with the station master (15 stations), display of available amenities at Station master's room (8 stations), announcement regarding anti-littering and penalty (9 stations).
- Also, significant improvement in carrying out repairs/maintenance of various passenger amenities was observed in 30 stations.

Audit's observations in this regard are as follows:

- Despite the functioning of SIGs and inspections being conducted by them at several locations, there were several shortcomings in the provision and maintenance of passenger amenities which Audit could pinpoint and based on which remedial action was taken in several instances at different stations as mentioned above.
- This is clearly indicative of inadequate quality of inspections carried out by SIGs and follow up action thereon. Though the system provides for the constitution of various committees and groups and though periodic inspections are being conducted at various levels, these were not being monitored to ensure effective rectificatory measures.

(Annexure 171)

6.6 Persisting shortfalls – Inadequate Monitoring

In regard to assessment of requirement from Zones for provision of passenger amenities, RB stated (April 2025) that PAMS module is available to review the same wherein station-wise details are available and monitoring is being done at RB level on monthly basis. Regarding shortlisting of passenger amenity works under Plan Head 53, RB stated that works are undertaken as per requirement, subject to interse priority and availability of funds. In regard to the system for ensuring that works not considered in a particular year are taken up in subsequent years, RB stated that every year works are being proposed, shortlisted and sanctioned based on merit, requirement and priority of the Railways during that particular year. The Zonal Railways have the flexibility to propose the works not considered in a particular year in the subsequent years.

²⁰³ CR-7, ECOR-4, ER-2, NCR-1, NER-2, NR-3, NWR-1, SCR-1, SR-31

²⁰⁴ CR-1, ECOR-2, ER-1, NCR-3, NFR-1, NR-5, NWR-1, SCR-1, SR-2, SWR-1

²⁰⁵ CR-1, ECOR-2, ER-1, NCR-4, NR-6, SER-1, SR-2, SWR-1

However, deficiencies in provision and in maintenance of amenities at railway stations continued over the years. Audit attempted to analyse the reasons for the existence of these deficiencies and observed the following;

i) Inadequate monitoring of implementation of Circular dated 9.4.2018

- Railway Board issued circulars over the years envisaging the provision of a minimum set of basic or essential amenities to be provided at stations depending on the category of the station. The earlier RB Circular of 11.9.2012 was superseded by the detailed Circular of 9 April 2018 as the categorisation of stations had been undertaken anew based on passenger earnings and/ or outward passengers handled at the stations.
- The Circular of April 2018 envisaged that a survey was to be carried out by the Railways to confirm availability of the minimum amenities as per the prescribed scale at all stations. Further, Minimum Essential Amenities were required to be provided by 31.8.2018. RB did not follow up on this instruction to ensure that zones complied with this instruction by the prescribed date. Whether the compliance within the due date of 31.8.2018 was actually feasible for provision of certain amenities, particularly amenities of a larger scale such as FOBs itself, was not considered or reviewed.
- The Circular had detailed instructions concerning the need for a Master Plan at station level, and division level and these were to be amalgamated into one General Action Plan with interse priorities for different works assigned. MEAs should be first provided as per scale at all categories of stations and thereafter, priority may be given to augmenting amenities to the recommended level at NSG stations. Further, keeping in view the normal allocation of funds under the Plan Head “Passenger Amenities”, a time-frame may be allocated to each phase of the General Action Plan. However, RB could not produce any documentation to show that there was any monitoring of the adherence by zones to these instructions. As such, there was no sense of urgency in the zones to ensure that even the Minimum Essential Amenities were provided by any particular time frame. There was no documentation of any estimation of funds required to achieve such objective either.
- Keeping in view the need for an enhanced set of amenities at stations, a separate list (item 9 of Annexure 3 to the Circular of 9.4.2018) was identified naming MEAs to be provided for persons with disabilities/Divyangjans as per category of stations. However, the same was not followed up with a review of the extent of compliance with the same. Thus, though improvements were being carried out based on availability of funds, there was no documentation to show that there was any timebound Action Plan including an assessment of the funds required at any point to complete the exercise at all stations and across all zones. The provision of amenities was not driven by an objective of moving towards a committed goal of ensuring availability of all prescribed amenities by any planned date.
- The Circular of April 2018 also envisaged that availability of amenities as per norms of MEAs (in Annexure III of the cited Circular) may not be commensurate with the actual passenger traffic at stations. Hence, the requirement of actual amenities based on traffic as per the norms laid down in Annexure IV should be worked out and any augmentation based on this would be known as Recommended Amenities. RB did not

follow up on whether such an exercise had in fact been undertaken at the zones. This was despite the fact that the Circular itself had recognised the need for a time bound Action Plan as a thrust area for augmenting such shortfalls and the fact that provision of recommended level of amenities at stations was a parameter of the adequacy of the scale of amenities as per actual passenger volumes.

- The impact of the pandemic on the pace of works under Plan Head 53 was also required to be reviewed by Railway Board. There was no documentation to show whether such an exercise was in fact carried out. No fresh instructions were issued by RB after reviewing the status of implementation of the works.
- The Circular also provided that GMs/ DRMs may make need based modification duly recording the justification thereof. RB did not follow this up subsequently with a review of whether such an exercise had been undertaken by the GMs at the respective zones.
- The Circular of 2018 also stated that there was an urgent need to shift the focus of Adarsh stations from beautification to utility, comfort and cleanliness. Accordingly revised instructions on Adarsh stations in supersession of the Board's letter dated 13.8.2013 were to be issued separately. No separate instructions were however issued, leaving zones unclear about the status of Adarsh stations.

Inadequate action on the part of Railway Board clearly resulted in a dilution of the objective of ensuring availability of at least the Minimum Essential Amenities across all zones by any particular date. Even as on date (31.3.2024), there is no such thrust or urge at any level of the hierarchy to achieve the same.

ii) Monitoring of allotment and utilisation of funds

Audit observed that during the period 2019-20 to 2023-24, the funds allotted under PH-53 were more than what the zones could utilise. There was significant under-utilisation of budget grant under PH-53 in all the five years. The underutilisation of BG was ` 1,403 crore, ` 1,499 crore, ` 1,423 crore, ` 1,198 crore and ` 5,956 crore during the five year period from 2019-20 to 2023-24.

MoR stated to the Standing Committee on Railways (2021-22) that instructions had been issued to the Zonal Railways for utilisation of funds under Plan Head 53 (Customer amenities), however, there had been continued under-utilisation of funds, especially in 2023-24 where it was around ` 6,000 crore, i.e., five times the previous year's (2022-23) unutilised fund under Plan Head 53. This is indicative of lack of follow-up and monitoring action by MoR in this regard.

iii) Monitoring of prioritisation of works at zonal level

The requirement of passenger amenities at stations are assessed through various modes and based on inputs from various sources viz.

- Requirement/shortfalls projected at station level by the Sr. Section Engineers (Works)/ Chief Commercial Inspector/ Station Master;
- Observations of SIGs at Station/Division/Zone levels, inspection of stations by

Railway Officials, Zonal/Divisional Railway Users Consultative Committees, Passenger Amenities Committee, passenger complaints etc.;

- Management Information System (Passenger Amenities Management System) which provides information on availability of amenities at stations.
- Monitoring the provision and ensuring availability of passenger amenities at stations are carried out at Division and at Zone level by the Commercial/ Engineering Departments.

During inspection of selected stations, Audit noticed that the Railway Administration is aware of non-availability/shortfall in amenities at the stations. Though this was identified and projected at various levels within the Railway Administration, the deficiencies continued to exist.

- Audit noticed that there were a combination of factors involved in lack of provision of amenities in the selected stations viz. proposals for provision of amenities not considered, relocated to another station after sanction, change in scope after identification etc.

From the selected stations Audit noticed that while there was no dearth in originating proposals for provision of amenities, however, priorities were different at different levels in the hierarchy, and involved different departments. Proposals of DEN (Coordination) in IRPSM may not get shortlisted by DRM or by the Plan Head Coordinator or by the zone, given the limited availability of funds at zonal level for distribution.

Conclusion

There were shortfall in conducting consultative committee meetings. There were shortfall in monitoring the station cleaning activities and upkeep of stations by the SIGs at various levels.

Efforts taken by Railway Administration for creating awareness among passengers on prevention of littering at stations as per anti-littering rules is lacking.

There was marginal increase in passenger complaints and in dissatisfaction of passengers on the redressal of their complaints.

Recommendations

IR may:

- Monitor the activities of SIGs at apex level and ensure that the inputs/suggestions of SIGs for provision and upkeep of amenities at stations are addressed appropriately;
- Promote awareness among passengers for prevention of littering at stations as per anti-littering rules; and
- Ensure that the complaints of passengers are resolved to their satisfaction.