

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

No. 2000/TG.III/464/18/Policy

New Delhi, dated 12.10.2004

The General Managers
All Indian Railways

(COMMERCIAL CIRCULAR NO. 38 OF 2004)

Sub: Revised Bookstall Policy - 2004

1. PREAMBLE

In view of Hon'ble MR's Budget Speech in favour of transparency, competitiveness and doing away with sole selling rights in certain contracts, it is imperative to review the existing Bookstall Policy 2004 issued on 11.6.2004. Following policy guidelines are, therefore, issued in super-session of all previous instructions with regard to bookstalls in railway premises. While framing the policy, suggestions from zonal railways, experience gained over the years, assurances given in Parliament, doing away with monopoly, fixed tenure, competitiveness in contracts etc, have been taken into consideration.

The revised Book Stall Policy 2004 will have immediate effect from the date of issue.

2. CLASSIFICATION OF BOOKSTALLS

Bookstalls at railway stations may be classified into the following five categories: -

'A' Category Bookstalls: All bookstalls at important stations in the National Capital and State/Union Territories namely, (i) Jammu, (ii) New Delhi, (iii) Delhi Junction, (iv) Hazrat Nizamuddin, (v) Lucknow, (vi) Patna, (vii) Bhopal, (viii) Guwahati, (ix) Howrah, (x) Sealdah, (xi) Bhubaneswar, (xii) Chennai, (xiii) Thiruvananthapuram, (xiv) Hyderabad, (xv) Secunderabad, (xvi) Bangalore, (xvii) Ahmedabad, (xviii) Jaipur, (xix) Chhatrapati Shivaji Terminus/Mumbai, (xx) Churchgate, (xxi) Dadar, (xxii) Mumbai Central (xxiii) Bandra and at all other stations having annual passenger earnings of more than Rs. 6 crores.

'B' Category Bookstalls: All bookstalls at non-suburban stations with annual passenger earnings between Rs. 3 crores and Rs. 6 crores. Stations of tourist importance or very busy junction stations to be decided by the General Manager of the zonal railway should also be included in this category.

'C' Category Bookstalls: All bookstalls at suburban stations not mentioned under category 'A' above.

'D' Category Bookstalls: All bookstalls at non-suburban stations with annual passenger earnings between Rs. 1 crore and Rs. 3 crores.

'E' Category Bookstalls. All bookstalls at non-suburban stations with annual passenger earnings less than Rs. 1 crore.

'F' Category Bookstalls All bookstalls at halt/flag stations.

3. SCALE OF FACILITIES

3.1 For providing minimum level of facilities at different class of stations, Zonal railways may arrange to provide the following scale of bookstall facilities on their system. If the level of facilities already available is more than the minimum prescribed, the same may be retained. In case where the facilities are less than those prescribed and if there is need and justification which should be decided at the level of the General Manager, additional facilities may be provided subject to the condition that the additional facilities do not add to congestion and do not hamper the free movement of passengers. The bookstalls/trolleys run at the station by philanthropic societies and social organisations would be over and above the minimum facilities indicated below.

3.2 The minimum facilities at different class of stations are indicated as under:

S. No.	Category	Concourse	PRS Office (if located away from the station)	Main Platform	Other Platforms
1.	'A'	1 bookstall or table depending upon availability of space	1 bookstall	1 bookstall at the center of the platform and two book-tables, one each at the end of the platform	1 bookstall and 1 trolley on each platform
2.	'B'	Nil	Nil	1 bookstall	1 trolley for each platform

3.	'C'	Nil	Nil	1 bookstall	1 trolley / table at each platform
4.	'D' & 'E'	Nil	Nil	1 bookstall	Nil
5.	'F'	Nil	Nil	1 trolley/table	Nil

3.3 Requirement of salesmen to operate bookstalls and other facilities will be determined by the zonal railways.

3.4 In view of the need for decongesting the platforms, certain stations have been placed in the 'banned' list. No new bookstalls can be opened at the existing platforms in the banned stations without prior approval of Railway Board. This ban shall not be applicable on new/extended platforms, new station buildings, new concourse, etc. at these stations. A list of such 'banned' stations is enclosed.

4. SIZE OF STALLS/TABLES

4.1. In order to have uniformity and proper utilization of space, the size of stalls has been standardised on the pattern of modular stalls. For new stalls, stalls on the main platforms will be 300 cm. long (parallel to the track) and 250 cm. wide (perpendicular to the track) and shall be flushed with the station building wall. In case of other than main platforms, stall size should be of a maximum length of 300 cm. (parallel to the track) with 180 cm. width (perpendicular to the track). All stalls should have inside height of 210 cm. with overall height of 270 cm. with 60 cm. wide space for storage purposes. The top panel of the stall should be in the form of glow-signs having 60 cm. height all around the stall indicating the name of zonal railway, the licensee's name and logo of the company.

4.2 Size of book-tables will not be more than 180 cm. long (parallel to the track) and 120 cm. width (perpendicular to the track).

4.3. The cost of erection and maintenance of bookstalls, trolleys and tables will continue to be borne by the licensees.

5. MANAGEMENT OF BOOKSTALLS

5.1. TENURE

Tenure of the license of bookstalls of all categories would be five years. There would be no renewal / extension of licence and fresh two packet open tender should be called well in advance and finalised before expiry of the existing contract at 'A', 'B' & 'C' category stations. Tenure of bookstall licences at 'D',

'E' and 'F' category stations will be five years and there would be no renewal of licence. Fresh licences should be finalised by inviting applications through press notification in case of 'D', 'E' & 'F' category stations before expiry of the existing contract.

5.2 LICENCE FEE

5.2.1 (a) Minimum licence fee for 'A' category stations

It has been decided that for 'A' category stations licensee will pay minimum licence fee at the rate of 5% on the sales turnover subject to a minimum of Rs. 20,000/- per annum per bookstall and Rs. 2000 per additional table/trolley. For new bookstalls where fresh contract is awarded and the selection is done on the basis of highest bidding the minimum licence fee shall be decided in terms of Para 5.5. Actual licence fee will be determined by the process laid down in para 5.5.1.

(b) Minimum licence fee for 'B' and below category of stations

For 'B' and 'C' category stations, minimum licence fee will be levied at the rate of 2.5% on the sales turnover subject to a minimum of Rs. 10,000 per annum per bookstall and Rs. 100 per additional table/trolley. For 'D' category stations minimum licence fee will be levied at the rate of 2.5% on the sales turnover subject to a minimum of Rs. 3000 and for 'E' and 'F' category stations licence fee will be levied at the rate of 2.5% on the sales turnover subject to a minimum of Rs. 1500. For new bookstalls where the selection is done on the basis of highest bidding for 'B' & 'C' category stations actual licence fee will be determined by the process laid down in para 5.5.1.

(c) Licence fee for Philanthropic Organisations, etc.

The revised licence fee for philanthropic societies etc. will be as under: -

Type of Bookstalls	Proposed annual licence fee
A Category	2.5% of sales turnover, subject to a minimum of Rs.5,000/- per bookstall and Rs 500/- for each additional table/trolley
B Category	2.5% of sales turnover, subject to a minimum of Rs.3,000/- per bookstall and Rs.300/- for each additional table/trolley
C Category (Suburban Stations)	2.5% of sales turnover, subject to a minimum of Rs. 2,000/- per stall and Rs.200/- for each additional table/trolley
D, E & F Category	2.5% of sales turnover, subject to a minimum of Rs 500/- per stall per annum

5.2.2. The minimum licence fee for 'A', 'B' and 'C' category stations should be fixed by a committee of three officers one of whom should be an Accounts Officer not below the rank of Senior Scale. While fixing the minimum licence fee, the committee should keep in view all the relevant factors, which shall include: -

- (a) Number of vendors, salesmen/workers allowed;
- (b) Size and number of stalls, structure, etc.;
- (c) Additional facilities like trolleys/counter tables etc.;
- (d) Location of the stall(s) at the station;
- (e) Importance of the station from the point of view of passenger traffic and demand; and
- (f) Sale.

5.2.3. The licence fee due from the existing licencees as per bookstall policy dated 11.6.2004 should be collected.

5.2.4. The licensee will deposit the licence fee for one year in advance as security deposit. The annual licence fee will also be collected from the licensee in advance every year.

5.2.5. With a view to ensure the correctness of the licence fee being recovered from the bookstall holders on the basis of their sales turnover, the following action should be taken: -

- (i) Zonal Railways should arrange verification of the accounts of the Company/offices of the organisations, individual bookstall holders on quarterly basis regularly by deputing officers of the Commercial and Accounts Department jointly;
- (ii) These officers should also inspect the records being maintained at the bookstalls. On-the-spot inspection of the bookstalls should be done by the officials of Commercial & Accounts Depts. jointly in such a manner as to cover all the bookstalls held by the Company/organization/individual bookstall holders on each Zonal Railway within a period of one year;
- (iii) An accountal report should be maintained by zonal railway on quarterly basis indicating the amount deposited with the railways for all the bookstalls, with a view to ensure that the amount due from these bookstall holders is paid by them and is duly accounted for in the Railway Accounts;
- (iv) The relevant clauses of the agreements to be executed with the bookstall holders should also incorporate suitable provisions so that quality of literature

including that of regional languages and display and sale of literature on national integration and communal harmony are duly ensured;

- (v) In order to ensure that requisite licence fee amount is credited to Railway's account promptly, bookstall holders would also be required to deposit difference, if any, between advance licence fee payments and the licence fee dues (based on the actual turnover) within 30 days of close of the calendar year. For such adjustments, respective railways are nominated for following the procedure for depositing the difference, if any.

5.3. COMPETITIVE BIDDING

Any firm/company/individual fulfilling the financial & other eligibility criteria laid down under para 5.5.3 can participate in two packet tender system based on competitive bidding for allotment of bookstall licence at 'A' category stations.

Any individual unemployed graduate, cooperatives/organisation of unemployed graduates defined in Para 5.4.3 fulfilling the financial and other eligibility criteria laid down under para 5.5.3 can participate in two packet tender based on competitive bidding for allotment of bookstall licence at 'B' & 'C' category stations.

5.4. NO RENEWAL OF LICENSE FOR EXISTING BOOKSTALLS

- 5.4.1 There would not be any renewal of existing licences which have already expired or are due to expire. Fresh tenders should be called against licences which have already expired at 'A', 'B' & 'C' category stations and also against such licences due to expire in future well in advance. Allotment of bookstalls against licences which have expired or are due to expire would be done according to procedure laid down for allotment of new bookstalls in Para 5.5. At 'D', 'E' and 'F' category stations fresh applications should be invited against licences which have already expired for new allotments and fresh applications should also be called well in advance against licences due to expire. There would not be any renewal of licence even at 'D', 'E' and 'F' category stations.

- 5.4.2. Allotment of bookstall licences to philanthropic and social institutions like Gita Press, Ramakrishna Mission, etc. established under the auspices of the Government will be made on application and as per requirement on the Railways.

These bookstalls will be allowed to sell the books, papers of their own publications only.

There will be no renewal and fresh applications should be invited against licences expired / expiring and for new bookstalls.

5.4.3. 'Other Categories' eligible for bookstall licence at 'B' & below category stations include: -

- (i) Individual unemployed graduates, their cooperatives, their organizations or their partnership enterprises.
- (ii) Cooperative societies registered under the Societies Registration Act of 1960 of unemployed graduates comprising actual workers/vendors;
- (iii) Partnerships and organisations of unemployed graduates;
- (iv) Individual unemployed graduates who are sons/wards of railwaymen, both in service or retired.

5.5 ALLOTMENT OF NEW BOOKSTALLS

5.5.1 New bookstalls against existing licences or at a new location will be allotted by zonal railways at 'A' 'B' and 'C' category stations based on eligibility criteria through a two-packet tender system, where the first packet will be meant for short-listing tenderers satisfying the minimum criteria. The second bid will be purely financial where the tenderers will quote the annual lumpsum license fee payable to Railway Administration subject to a minimum fee as laid down in para 5.2. above. The contract will be awarded to the tenderer who has quoted the highest annual license fee. The notification for inviting offers should also be placed in national newspapers. Such allotments will be made for 5 years only. After the completion of 5 years there would be no renewal of the existing contract & a fresh tenders should be floated and finalized before expiry of the existing contract.

5.5.2. At other stations ('D' category and below), applications will be invited by giving suitable notification through press. There will be no competitive bidding at these stations.

5.5.3 Eligibility Criteria

Category	Financial/Solvency Criteria	Other criteria
'A' class stations	- The tenderer should be duly incorporated/registered for book business. - The firm/company should have had an annual turnover from bookstall(s) elsewhere equal to at least 150% of the anticipated annual turnover from the tendered bookstall in any one of the last five years. - The revenue/bankers/ solvency certificate equal to 40% of the	- The firm should have at least 10 persons on its rolls, 50% of whom should be graduates. - The firm should have at least one similar bookstall/bookshop in the same city.

	advertised annual anticipated sales value.	
'B' & 'C' category stations to be allotted only to other categories in terms of Para 5.4.3 above. Not to be offered to major bookstall chains. The contracts of unemployed graduates managing bookstalls should be discontinued after their getting employment.	- The firm/company/ individual unemployed graduate, their co-operatives, their organizations or their partnership enterprises, etc. as per para 5.4.3.1 for book business - The tenderer should be duly incorporated/registered for book business. - The firm//company/ individual unemployed graduate, their co-operatives, their organizations or their partnership enterprises, etc. should have had an annual turnover from bookstall(s) elsewhere equal to at least 150% of the anticipated annual turnover from the tendered bookstall in any one of the last five years. - The revenue/bankers/ solvency certificate equal to 40% of the advertised annual anticipated sales value.	-Each member of the association /partnership/society should be a graduate. -The members should be between the ages of 18 and 36 years. -The member should be unemployed. -All work connected with the management of the bookstalls, including train side vending should be done by the members themselves. They will be issued photo-identity cards by the Administration.
'D' and below category stations. To be allotted only to other Categories" in terms of 5.4.3. above. Not to be offered to major bookstalls chains. The contracts of unemployed graduate managing bookstalls should be discontinued after their getting employment.	None	-Each member of the association /partnership/society should be a graduate. -The members should be between the ages of 18 and 36 years. -The member should be unemployed. -All work connected with the management of the bookstalls, including train side vending should be done by the members themselves. They will be issued photo-identity cards by the Administration.

5.5.4 System of Allotment:

There would be a three Member Selection Committee at appropriate level of Commercial, Finance and one from another department, as indicated in para 5.5.5. below, which will scrutinize the offers received to select the eligible candidates

The major bookstall chains shall be eligible for consideration for 'A' category stations only and not for lower category stations.

Allotment of bookstalls to philanthropic and social organizations like Gita Press, Ramkrishan Mission, and Sarva Seva Sangh Prakashan will henceforth be made by the zonal railways.

Applications received from philanthropic and social institutions, will be processed by the zonal railways and decision taken subject to feasibility at that location. These cases will be decided with the personal approval of General Manager.

The above mentioned procedure will be applicable for allotment of bookstalls to philanthropic and social organization at all categories of stations.

5.5.5 Composition of Selection Committee

The composition of the selection committees and the level of the approving authority will be as under:

Category of Bookstalls	Selection Committee	Approving Authority
'A' category	3 junior administrative grade officers from Zonal Railway Headquarters, one each from Commercial, Finance & another Department	HOD Incharge
'B' and below categories	3 Senior Scale officers, one each from Commercial, Accounts & another Department	Sr. DCM or ADRM in case Division does not have Sr. DCM

5.5.6. Reservation

There will be a 25% reservation in the allotment of new bookstalls at 'B', 'C' and 'D', 'E' & 'F' category stations as per the breakup given below: -

(i)	Scheduled Castes	- 6%
(ii)	Scheduled Tribes	- 4%
(iii)	People below poverty line	- 4%
(iv)	Women including war widows and widows of railway employees	- 3%
(v)	Other Backward classes	- 3%
(vi)	Minorities*	- 3%
(vii)	Physically handicapped persons	- 2%
	TOTAL	- 25%

* the term minorities will include the communities viz. 1. Muslims
2. Christians 3. Sikhs 4. Buddhists 5. Zorastrians (Parsis).

The Commercial Department of the Zonal Railways will maintain a record of applications received through press notification from various categories separately. The above provision of allotments based on reservation will apply in the case of fresh allotments and Divisions will maintain records accordingly.

6. GENERAL

6.1. Land Rent, Conservancy, Electricity and Water Charges

The present system of charging nominal rental charges @ Rs. 1/- per bookstall per annum will continue. The conservancy charges will also continue to be realized as per current rate. Electricity and water charges will be based on actual consumption.

6.2. Free Passes

Henceforth no free passes shall be given to any category of bookstall licencees.

6.3. Sale Of Items

Licensees will keep books on varied subjects viz. literature, history, children's literature, fiction, travel, light reading, art, culture, current affairs, professional interests, national integration, etc. in English, Hindi and regional languages. They should also sell timetables published by railways as well as railway souvenirs and the same should be displayed conspicuously at the stalls. Sale of all types of obscene, scurrilous, smutty, pornographic, offensive or objectionable publications including pirated books is prohibited at all bookstalls. Zonal railways should exercise strict supervision and in case any licensee is found indulging in sale of such literature serious view should be taken including termination of licence. In this connection, instructions issued vide Board's letter No. 78-TG.III/464/1 dated 8.1.1979 may be connected.

6.4 Mobile Library-cum-bookstalls, including hawking of books, magazines etc. inside coaches

In terms of Board's letter No. 75/TG.III/461/37/ML dated 28.2.1986, mobile library-cum-bookstalls including hawking of books, magazines etc. was banned on new trains. However, existing mobile libraries-cum-bookstalls on the trains already introduced were allowed to be continued.

It has now been decided that arrangements for such mobile libraries-cum-bookstalls should not be continued/extended further beyond the existing contractual obligations.

6.5. Inspection And Monitoring

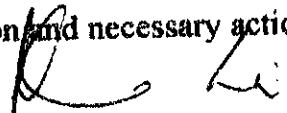
Zonal railways will carry out frequent inspections at various levels to ensure that bookstalls function to the satisfaction of Railways. In case of any irregularity fine may be imposed on the defaulting licensee and recovered. Emphasis should be laid on proper assessment of sales, type of published material being sold, payment of railway dues, public complaints and suggestions etc.

Please acknowledge receipt of this letter.

27/12/04
(Kamal Kant)
Executive Director (T&C)
Railway Board

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