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**PARLIAMENT OF INDIA  
LOK SABHA**

**COMMITTEE ON EMPOWERMENT OF WOMEN  
(2014-2015)**

**(SIXTEENTH LOK SABHA)**

**THIRD REPORT**

**'WORKING CONDITIONS OF WOMEN IN RAILWAYS AND  
AMENITIES FOR WOMEN PASSENGERS'**



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**LOK SABHA SECRETARIAT  
NEW DELHI**

*April, 2015/Vaisakha, 1937 (Saka)*

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*Presented to Lok Sabha on 29<sup>th</sup> April, 2015*

*Laid in Rajya Sabha on 29<sup>th</sup> April, 2015*



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## INTRODUCTION

I, the Chairperson, Committee on Empowerment of Women, having been authorised by the Committee to submit the Report on their behalf, present this Third Report on 'Working Conditions of Women in Railways and Amenities for Women Passengers'.

2. Realising the importance of adequate representation of women in all job areas and the necessity to improve amenities for women passengers on board trains and in station premises, the Committee on Empowerment of Women (2014-15) selected this subject for detailed examination and Report to Parliament during the year 2014-15. In order to gain first hand knowledge on the subject, the Committee interacted with women employees in the Railways during their study visits. The Committee also took oral evidence of the Ministry on 09.02.2015.

3. The Committee wish to express their thanks to the representatives of the Ministry of Railways (Railway Board) for appearing before the Committee for evidence and furnishing the information desired by the Committee in connection with the issues relating to the subject.

4. The Report was considered and adopted by the Committee at their sitting held on 27 April, 2015.

5. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in Part II of the Report.

**NEW DELHI**  
**27 April, 2015**  
**07 Vaishakha , 1937 (Saka)**

**BIJOYA CHAKRAVARTY,**  
**Chairperson,**  
**Committee on Empowerment of Women.**

# **REPORT**

## **PART I**

### **NARRATION ANALYSIS**

#### **I. INTRODUCTORY**

Indian Railways is one of the world's largest railway networks, providing both passenger and freight services. It is also the largest public sector employer in the country with 13,33,966 employees as on 31<sup>st</sup> March, 2014 out of which 89,337 are women employees. Being the lifeline of the country and considering the volume of passengers it handles every day, the employees in Railways including women require to work round the clock to ensure the smooth running of the railways. The Railways, being a surface transport sector, involves many jobs which are arduous in nature and perceived to be tough for a woman to handle. Hence, in order to render optimum efficient service, the women employees in Railways require customised working conditions that would cater to their unique job needs. Further, in view of the fact that a large section of its commuters are women, the responsibility of the Railways is huge in terms of providing necessary amenities and security to its women passengers in station premises and onboard trains. Hence, this Report of the Committee deals with two aspects, one assessing the working conditions of women in the Railways and the other examining the amenities and security given to women passengers.

#### **WORKING CONDITIONS OF WOMEN IN RAILWAYS**

1.1 Despite the fact that Railways is the biggest public sector employer in the country, women are yet to obtain their due share within this huge organization. Women employees constitute a meager percentage of total workforce in the Railways. Even though the Railways have various staff welfare schemes and activities for all its employees including women, women candidates seem to shy away from seeking jobs in the Railways as compared to other Ministries.

## STRENGTH OF WOMEN EMPLOYEES IN RAILWAYS

1.2 There are four basic nature of jobs in the Railways where women staff are engaged:

- (1) Passenger interface or the public reservation offices,
- (2) Train Operation
- (3) Railway hospitals,
- (4) Production units and workshops.

With regard to the cadre wise number and percentage of women employees working in the Railways, the Ministry, in a written reply, submitted the following details:

Cadre wise number and percentage of Women employees					
	Officers Group 'A' & 'B'	Group 'C' Staff	Group 'D' Staff	Total	
Total Number of employees	17062	1187912	128992	1333966	
Women Employees	1503	78889	8945	89337	
% of Women employees	8.81	6.64	6.93	6.70	
Note:	Group 'C' Women staff other than Workshop and Artisan Staff.				
	Group 'D' Women staff including Workshop and Artisan Staff				
	Workshop and Artisan Staff= 1349				
	Other than Workshop and Artisan staff=7596				

1.3 On observing that the women employees constitute a mere 6.7% of the total employees in the Railways and their strength in Group 'A' and Group 'B' posts are negligible, the Committee desired to know the reasons for the same. In response, the Ministry of Railways, in a written reply, informed as under:-

"Girls as well as their parents prefer for them desk-type 9 to 5 jobs as they are less arduous in nature, does not involve shift working and considered safe for them. Girls in India are sent less in number to training institutes because of social upbringing, mental make up of parents, safety of girl child in such institutes, industries etc. Therefore they do not acquire manual skill required in industries like Railways. "

"The fact is that they appear much less in number and all of them do not want a blue collar job after study in the industry. Since in the Railways all recruitments are done on a competitive basis from open market through a computerized process, there is no discrimination so far as recruitment is concerned. "

1.4 When the Committee desired to know of the approximate number and percentage of women candidates who have appeared for Group B, C and D job exams during the last three years, the Ministry replied that the recruitment of women candidates is "proportionate to their appearance although the exact number is not readily available ."

1.5 Explaining further on the low representation of women in the Railways, the representative of the Ministry stated further during the oral evidence as under:-

"What we feel is that the job in the Railways involves round the clock working and on all the 365 days in a year, whether it is rainy season or summer or winter season or whatever it is. Many of these jobs are actually out in the open which is not very much conducive to women or I should say that many of the women may not find it very conducive to their liking. So, maybe, that is why they

are not applying in due numbers. That could be one reason. From our side, what we have done is that we have a system of written examination followed by physical efficiency test, the parameters of which are much more relaxed for the women candidates. We have done that so that we are able to help them get some kind of a job. In many cases, because of the arduous nature, the employees face injuries. Sometimes, they die in the course of performing the duties. Then, we have a system of compassionate appointment to the unfortunate widow or to one member of their family whomsoever the widow desires to be appointed."

1.6 When the Committee desired to know whether the Ministry intend to undertake any special recruitment drive for women, the Ministry replied as under:-

"Railway Recruitment Cell have been conducting recruitment from open market to posts in Grade Pay 1800/-, which largely involve heavy manual labour. Notwithstanding this, the response of the women candidates has been very encouraging. Against 3% women who were selected against notification issued in 2006-08, the number of women recruited has shown an increase to 5.7% in the subsequent recruitment cycle. Several relaxations such as waiver of application fees for women and relaxed standards of Physical Efficiency Test have been provided to enhance their representation. Any special drive for women exclusively is not contemplated."

## **TRANSFER AND POSTING OF WOMEN EMPLOYEES**

1.7 The Committee, wondering whether the transfer and posting policies of the Railways is discouraging women employees from opting for jobs in the Railways, wished to know the norms and regulations pertaining to transfer and posting of employees in Indian Railways. In response, the Ministry in their written replies informed as under:

"In terms of para 124 of Indian Railway Establishment Code, Vol-I 1985 Edition Reprint 2003, General Managers of Indian Railways have full powers to make rules with regard to railway servants including women employees in Group 'C' under their administrative control provided they are not inconsistent with any rule made by the President or the Ministry of Railways.

Request from Railway Servants in Group 'C' for transfer from one railway to another on grounds of special cases of hardship may be considered favourable by the Railway Administrations. Such transfers at their request are allowed only in initial recruitment grades or in such intermediate grades in which there is an element of direct recruitment from one railway to another subject to the condition that the employee concerned should possess the qualification of post to which transfer has been sought. This condition has also been laid down pursuant to dismissal of SLP filed before Hon'ble Supreme Court. He shall be placed below all existing concerned staff in the relevant grade. Transfers ordered in the interest of the employee shall be within the same seniority group or different group. If such transfers are within the same seniority group under the same railway, the seniority is not affected. But if the transfers are inter divisional or outside the seniority group, employee goes to bottom seniority.

Transfer on the basis of mutual exchange is allowed in any grade. Pursuant to an order dated 31.12.2001 of Hon'ble Central Administrative Tribunal, Ernakulam upheld by Hon'ble High Court of Kerala at Ernakulam vide its Judgment dated 07.06.2005, in order to maintain the balance in the post based rosters with reference to reservations prescribed for SC and ST staff and avoid hardship to staff in the feeder grade in the matter of their promotion, transfer on mutual basis should be allowed between employee belonging to same category (i.e. general with General, SC with SC and ST with ST. There is no restriction between General and OBC as there is no reservation for OBC in the promotion.). To Enable the employee to find out a suitable willing person for such an exchange, each Railway Administration should set up a cell in the Headquarters office where request for transfers from one seniority unit to another in the same Railway as also for Inter-Railway will be registered. In case of Mutual exchange the senior of two

employees will be given the place of seniority vacated by the other person. This junior will be allowed to retain his former seniority.

Transfer on Public Grounds - If circumstances warranted, a Railway Servant can be transferred in public interest. When a railway servant is transferred for the public convenience, seniority of railway servant in such circumstances is regulated by the date of promotion/date of appointment to the grade as the case may be.

Periodical Transfer- Railway employees holding sensitive post and who frequently come into contact with public and/or contractors/suppliers are required to be transferred every four years. For this purpose posts have been identified as sensitive by the Ministry of Railways. In the interest of employees themselves, it has been provided that, while ensuring compliance and fundamental objectives of the scheme of periodical transfer, the academic session of the children of the employee being transferred may also be kept in view with clear message the hardship being faced can be avoided. Central Vigilance Commission has prescribed 2-3 years in such cases.

Transfer on family ground- Request for transfer of Railway employee is also considered on family ground on priority basis to keep husband and wife at same station as far as possible subject to certain conditions and following the rule of request transfer whether spouse is an employee of Central Government., State Govt., PSUs even of Private Sector.

The present dispensation as narrated above is working well in the interest of Administration as well as for the welfare of Non-Gazetted Group 'C' employees working on all the 16 Zonal Railways and 07 Production Units."

1.8 However, the Ministry did not furnish any written reply to the Committee's pointed question whether women employees are posted in remote areas or not.

## **CRECHES AND REST ROOMS**

1.9 With regard to improving the working environment of women employees in terms of childcare/crèche facilities, toilets, rest rooms and other related issues, the Ministry, in their written replies informed as under:-

" Ministry of Railways continuously strives to improve the working environment of women employees in Indian Railways. Childcare/crèche facilities, toilets/rest rooms, separate sitting arrangement in canteen etc. have been provided so as to give conducive environment to working women employees.

The crèches are basically a substitute for or an extension of home care so as to ease the pressure off the working mothers with regard to care of their children.

In compliance of Budget Announcement 2010-2011, the scheme for opening of 50 crèches was flagged off. As a result, crèches have been opened at Zonal/Divisional Head Quarters, major PRS centres and big hospitals. All necessary infrastructure including air-conditioned rooms with clean/hygienic environment, refrigerators/microwave, value based activities like abacus, commercial art, play facilities, appropriate library etc. are ensured in these crèches". A list of the crèches as reported by Railways is enclosed at **Annexure I.**"

## **WORKING HOURS AND CONVEYANCE FACILITY**

1.10 When asked as to whether women employees are assigned odd hours of duty and whether conveyance facility is provided to them, the Ministry stated in their written replies as under:-

"No women employee is assigned odd duty hours in general. However during Parliament Sessions, if required, officers/staff including women staff dealing with

Parliament questions stay back in office. In that case, it is ensured that women employees should get conveyance to go back to their homes. All Railway employees including women employees are granted transport allowance and the mode of travel is left to the concerned employees."

1.11 When the Committee further wished to know of the general working hours of the counter staff, the Ministry submitted in their written replies as under:

"(1) Uniform timings of reservation counter is 0800 hrs – 1400 hrs in 1<sup>st</sup> Shift and 1400 hrs – 2000 hrs in 2<sup>nd</sup> Shift on week days and 0800 hrs- 1400 hrs on Sundays. However, zonal railways have been advised that they may open the PRS counters beyond 2000 hrs on weekdays and 1400 hrs on Sunday, subject to demand from passenger and availability of manpower.

(2) The women employees in railway hospitals are regulated as per article 8(b) of Convention No.89 (revised of the ILO protocol 1990). Overtime allowance is permissible as per extant rules as provided in the Railway Servants (Hours of Work and Period of Rest) Rules, 2005.

(3) The working hours of railway employees in train operations are governed by the provisions of the Railway Act, 1989 and Railway Servants (Hours of Work and Period of Rest) Rules, 2005. The working hours of the administrative staff in Zonal and Divisional Headquarters is governed by the instructions issued by Department of Personnel & Training. Further, the railway staff in Production Units and Workshops is governed by the provisions of the Factories Act, 1948."

1.12 The Committee have been further apprised by the Ministry that no demand has been raised from the staff side for provision of conveyance facility to go home after finishing work at 8 pm.

## **SEXUAL HARASSMENT COMPLAINTS / GRIEVANCE REDRESSAL MECHANISM**

1.13 With regard to the existing mechanism in place in Indian Railways to address complaints related to sexual harassment, the Ministry stated in their written replies as follows:-

"Railway Servants (Discipline And Appeal) Rules, 1968 and Railway Services (Conduct) Rules, 1966 provides for empowerment of Women employees by way of giving them protection against sexual harassment at work place. Any act by a Railway employee amounting to sexual harassment of a women Railway employee at the work place was always treated as an act unbecoming of a Railway servant attracting rule 3 (1) (iii) of Railway Services (Conduct) Rules, 1966 for which appropriate disciplinary action could be initiated against the delinquent Railway servant. However, to deal with instances of sexual harassment of working Railway employees more effectively, a specific provision in the form of a new rule i.e. Rule 3 C has been made in the Railway Services (Conduct) Rules, 1966 prohibiting sexual harassment of women employees by Railway servants. To remove ambiguity, the said rule 3 C also defines in detail the term "Sexual Harassment". Further amendment is being made to the said rule to amplify the definition of 'Sexual Harassment' and also to specify the 'Workplace', bringing it in line with the Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013. Therefore, any act of sexual harassment of women employees is now regarded as violation of this specific Rule 3 C also and appropriate disciplinary action is to be initiated against the delinquent Railway servant for the same. Where such conduct amounts to a specific offence under the Indian Penal Code or under any other law, the concerned authorities shall initiate suitable action in accordance with law by making a complaint with the appropriate authority.

For time bound and effective investigation of complaints of sexual harassment made by the women employees, Complaint Committees have been set up on each of the Railways. Railways have been advised to constitute these Committees strictly in accordance with the guidelines of the Supreme Court in the case of Vishaka & Others i.e. the Committee should be headed by a women, should have at least half of its members being women and should also have third party representation by way of involvement of member of an NGO in the Committee to inspire confidence of the victim. To lend more credence to the Complaints Committee, an amendment has also been made to rule 9 (2) of Railway Servants (Discipline And Appeal) Rules, 1968 by inserting a proviso thereto that the Complaints Committee shall be deemed to be the inquiring authority appointed by the disciplinary authority for the purpose of these rules. Complaints Committees have to meet once a quarter, even if there is no live case, and review preparedness to fulfill all requirements of the Vishakha judgment. A separate Complaints Committee has been constituted with the approval of the Prime Minister for enquiring into complaints of sexual harassment made against officers of the level of Additional Secretaries and Secretaries to the Government of India."

1.14 Observing that the Railways have not fully complied to the guidelines of Sexual Harassment at Workplace (Prevention, Prohibition and Redressal) Act, 2013, the Committee desired to know of the data, regarding the number and status of sexual harassment complaints in the Railways. To this, the Ministry, in a written reply informed initially as under:-

"Data regarding the number of sexual harassment complaints received, disposed off, pending and duration of pendency thereof is not maintained by the Ministry of Railways. The same is being obtained from the zonal Railways, Production units etc. and shall be furnished to the Committee in due course."

1.15 Thereafter, in their replies to the Post Evidence Questionnaire, the Ministry furnished the following data on the number and status of sexual harassment complaints as under:-

"During the years 2012 to 2014, total 170 complaints of sexual harassment were received on the Railways of which 138 were disposed off. 32 complaints are pending out of which only 12 complaints are pending for more than 6 months. These complaints are pending mainly on account of non-participation of the complainant in the inquiry. All the cases are under inquiry. Instructions have been issued on the Railways on the lines prescribed in the Sexual Harassment of Working Women (Prevention, Prohibition and Redressal) Act, laying down that inquiry in the complaints of sexual harassment should be completed within a period of 90 days."

1.16 When the Committee desired to know whether there is any on line option available at present for women employees to register complaints of sexual harassment, the Ministry furnished the following reply:-

"At present, there is no dedicated online option on the Railways is available to the aggrieved woman for registering complaints of sexual harassment. In this regard, it may also be mentioned that Section 9(1) of the SHWW(PPR) Act, 2013 provides that the aggrieved woman should make a complaint to the Internal Complaints Committee and where such complaint cannot be made in writing, the Committee shall render all reasonable assistance to the woman to make the complaint in writing.

In view of the aforesaid, it can be inferred that further action can be taken on a grievance only after the aggrieved woman has made a complaint in writing. As the action taken by the Internal Complaints Committee is quasi-judicial in nature, and the Act requires that such complaint is in writing, no action can perhaps be taken on an online complaint unless a signed copy of the same is submitted by the aggrieved woman to the Complaints Committee."

1.17 The Committee have been informed that the Ministry have 'Workers Meetings' and 'Employer-Employee meetings' to raise general issues. The Committee have further been informed by the Ministry that the women employees are allowed to raise issues of sexual harassment at 'workers meetings' and in other appropriate forum so that it could be affirmatively discussed in the 'Employer-Employee Meetings'.

1.18 When the Committee desired to know whether the 'worker's meetings' held in the Railways consist only of women employees, the Ministry replied as under:-

"The instructions issued on the Railways on this subject, which are based on the Hon'ble Supreme Court's judgments in the case of Vishakha and Ors., do not specifically lay down that only women may participate in the 'Workers Meetings' where the issue of Sexual Harassment may be discussed."

## **HOSTELS/QUARTERS FOR SINGLE WOMEN EMPLOYEES**

1.19 Today, in the era of progressive changes in the social and economic structure, more and more women are opting for employment outside their hometown. One of the main difficulties faced by these women is safe and suitable accommodation in a healthy and wholesome environment. With regard to steps taken by the Railways to provide hostels for its single women employees, the Railways submitted as under:-

"Pursuant to the Budget declaration 2013-14, necessary instructions to provide hostel facilities to single working woman on the divisional headquarters have been issued vide letter dated 11-12-2013 (Annexure-III). The zonal headquarters have also reiterated the instructions to all the concerned to give wide publicity in the matter. Regarding new construction and shortage of quarter, the Railways have undertaken survey to seek willingness from all single women employees working at divisional headquarters for hostel facilities."

1.20 When the Committee further desired to know of the status of the aforementioned survey and the roadmap charted out with regard to provision of hostels, the Ministry replied as under:-

"As on date, exact number of women employees opting for hostel is not available as the same is an ongoing process. The road map consists of circulating the decision, obtaining willingness, and providing hostels by earmarking staff quarters wherever possible. In some of the Railways, there are Ladies hostels already functioning. "

## **AMENITIES FOR WOMEN PASSENGERS**

1.21 Indian Railways is committed through its 'Citizens Charter on Passenger services of Indian Railways' to ensure adequate passenger amenities on board trains and at railway stations. The charter promises safe and dependable train services, setting notified standards for various services, providing courteous and efficient counter service, ensuring adequate passenger amenities in trains and at railway stations and setting up responsive and effective grievance redressal machinery at various levels for time bound resolution of complaints and grievances as far as possible. The Railways have been constantly endeavouring to improve the standards of passenger amenities, yet there is a lot to be achieved in this regard. In fact, even the Hon'ble Minister of Railways in his Budget Speech for 2014-15 has acknowledged that railway facilities have not improved very substantially over the past few decades.

1.22 As far as passenger amenities are concerned, they are the same for both men and women in many aspects like cleanliness, drinking water facilities, waiting rooms, quality of food, bed linen, fittings inside the train, etc and all amenities need to be evaluated for their quality standards from time to time. However, as other Parliamentary Committees have done extensive study on the passenger amenities in general, this Committee is

mainly focussing on certain amenities that specifically affect the comfort of women passengers and which have not improved despite passage of time .

1.23 In order to achieve the envisaged milestones in passenger amenities, Indian Railways have classified stations into seven categories (A1, A, B, C, D, E and F) based on the earnings from passenger traffic. The category, criteria and the number of stations are as follows:

Category	Criteria	No. Of Stations
A1	Non-suburban stations with an annual passenger earnings of more than Rs.60 crores.	75
A	Non-suburban stations with an annual passenger earnings of Rs.8 crores and upto Rs.60 crores.	332
B	I. Non suburban stations with annual passenger earnings between Rs.4 crores and Rs.8 crores.  II. Stations of tourist importance or an important junction station (to be decided by General Manager)	302
C	All suburban stations	483
D	Non suburban stations with passenger earnings between Rs.60 lakhs and Rs.4 crores	983
E	Non suburban stations with earnings less than Rs.60 lakhs	4158
F	Halts	2162
	Total	8495

Facilities / amenities at stations including those for ladies are provided as per norms laid down for each category of station.

## **SEPARATE COUNTERS/QUEUES FOR WOMEN**

1.24 Because of the unmanageable crowd in railway stations and reservation centres, the very idea of travelling becomes scary for women passengers many a times. Their ordeal starts with negotiating the amorphous queues at reservation centres / railway stations for the purchase of train tickets or platform tickets. When asked on the Ministry's criteria behind earmarking separate counters or separate queues for women at reservation centres and railway stations, the Ministry, in their written reply, submitted as under:-

"Separate counters are earmarked at various Passenger Reservation System(PRS) centres for dealing with the reservation requisitions received from Physically handicapped persons, Senior Citizens, Ex. MPs, MLAs, ladies accredited journalists and freedom fighters, if the average demand per shift is not less than 120 tickets. In case, there is no justification for earmarking of an exclusive counter for any of these categories of persons including handicapped persons, one or two counters depending upon the total demand are earmarked for dealing with the reservation requests for all these categories of persons. At those reservation offices which have not been computerized and where separate counters are not in existence for ladies, female passengers are not required to be compelled to join the general queues and are to be attended separately at the same counter as for general passengers. Both General & Tatkal tickets can be booked through computerized PRS counters."

## **LADIES' COMPARTMENTS**

1.25 In trains having reserved accommodation, reservation quota of two lower berths per coach is earmarked in Sleeper, AC 3 tier and AC 2 tier classes for Senior Citizens, Female passengers of 45 years of age and above and pregnant women when travelling alone. In Sleeper Class coach, reservation quota of 6 berths is earmarked in the

Mail/Express trains for ladies irrespective of age travelling alone or in a group of female passengers. Accommodation has also been earmarked for ladies in the unreserved coaches of suburban and other passenger carrying trains. Separate compartment/coaches have also been earmarked in suburban trains for exclusive use of ladies passengers. Besides, overall 46 ladies EMU special trains are available in Mumbai, Kolkata, Chennai, Secunderabad suburban areas and Delhi region.

1.26 With regard to placing ladies coaches next to the engine or in the middle of the train, the Ministry stated in their written reply as under:-

"Ladies coaches are usually provided at the end of the train in the Guard cum Luggage Coach since the Guard of the train travels in this coach. In Passenger trains this is the only coach in which a Railway servant is available on duty during the entire journey whom the ladies passengers can approach for any assistance."

1.27 The representative of the Ministry further submitted in this regard during the oral evidence as under:-

"We have reserved coaches; these coaches have vestibules so that we have place to move through. General compartments do not have vestibules so it is not possible to put a general compartment in the middle of a train. Then, it would affect the movement for catering and other purposes. General coaches are in the end. Of the general coaches, the last coach which has the guard is earmarked for the ladies because in other coaches we have travelling ticket examiner, whose assistance can be sought by women in case of emergency but for the general class coaches since they are not manned, ladies compartments are made adjacent to the guard's portion so that they can immediately seek his help in case of any problem. That is the reason why it is kept right next to the guard's coach. In addition, in the passenger trains, other coaches are not at all manned because unreserved trains like passenger trains, no railway servant is there other than the

engine and in the guard's coach. So, in order to provide them facilities and immediate access to Railway servants, the ladies' portion is kept next to the Guard's coach.

## **SECURITY OF WOMEN ON BOARD TRAINS**

1.28 On being asked about the Ministry's views on installing CCTV cameras in ladies' coaches, the Ministry stated in their written reply as under:-

"Ministry of Railways have advised a long term and short term Action Plan for pilot project of provision of CCTV in ladies compartments. As per Long term Action Plan, CCTV is to be provided in the ladies compartments of 50 EMU rail cars and on 50 Main Line trains. These CCTV cameras would be installed based on technical specification being developed by Integral Coach Factory, Chennai. As a short term Action Plan, certain off-shelf solutions are to be tried out on few coaches to gain experience so as to develop suitable standard specification."

## **SURVEILLANCE ON PLATFORMS**

1.29 With regard to equipping all railway stations with CCTV surveillance system, the Ministry stated in their written reply as follows:-

"At present, about 311 stations over Indian Railways have been provided with CCTV cameras. CCTV surveillance system is being further strengthened under an Integrated Security System which is under installation at 202 stations and 80 stations have already been provided with CCTV cameras under ISS. It has been further decided to install CCTV cameras at all A1, A and C category stations over Indian Railways and zonal railways have already been advised in this regard."

## **RPF AND PASSENGER SECURITY**

1.30 As a legacy of British era policing system over Railways, a three tier security system is prevailing over Indian Railways which are District police (DP), Government Railway Police (GRP) and Railway Protection Force (RPF). District police oversee the security of tracks and bridges and tunnels. GRP function under the respective state governments for prevention and detection of crime and maintenance of law and order in station premises and trains. 50% of the cost of GRP is borne by the Railways and the balance is paid by the state government concerned. Railway protection force is entrusted with the responsibility of protection and security of railway property, passenger area and passengers.

1.31 On being asked about the rationale behind having multiple agencies for providing security and the efficacy of coordination between DP, GRP and RPF, the Ministry stated in their written reply as under:-

"In the changed scenario and for effective security over Railways, a single agency with unified command and control over entire network of Indian Railways is need of the hour and urgently required to be put in place. To achieve this objective and to ensure better and effective security of passengers, a proposal for amendment in the RPF Act has been moved by the Ministry of Railways to empower the RPF to deal with passenger related offences in the passenger area. The proposal has been concurred and approved by the Ministries of Law & Justice and the Home Affairs. As desired by the Cabinet Secretariat, comments of States have been solicited on the proposal. Comments have been received from 23 States/UTs as such matter is still in consultation stage.

With amendment in the RPF Act, a single command and control system responsible for security of over entire network of Indian Railways will be

established and RPF and District Police will supplement and complement each other to provide effective security to passengers.

Coordination and liaison is maintained by the RPF with GRP and District police at the Divisional, Zonal and Boards level to ensure smooth train operation over Indian Railways. Any issue related to coordination is taken up during such meetings for necessary remedial measures. "

## **AVAILABILITY OF SECURITY PERSONNEL ON BOARD TRAINS AND PLATFORMS**

1.32 On an average, 1275 trains are escorted by RPF daily. On being asked about the duration of RPF personnel's availability on the trains and the adequacy of their strength, the ministry stated in their written reply that based on the availability of staff and vulnerability of section and trains, strength of escorting staff is decided by zonal railways for escorting of trains. Affected trains are mainly escorted during night hours. At present, about 17000 recruits are undergoing initial training at various training centers and will be shortly available for duty with field units. Accordingly, more trains will be covered by RPF escorting staff.

1.33 With regard to the measures taken by the Railways to prevent crime against passengers in general and women passengers in particular, the Ministry stated in their written replies as follows:-

"Prevention of crime, registration of cases, its investigation and maintenance of law and order in Railway premises as well as on running trains are the statutory responsibility of the State Governments, which they discharge through Government Railway Police (GRP) of the States concerned. As such, the cases of crime on Railways are reported to, registered and investigated by the Government Railway Police and Railways through Railway Protection Force are supplementing efforts of States to ensure security over Railways-

### **Measures initiated by RPF to strengthen security at railway station:**

- Access control at all the important stations of the country.
- Surveillance over station premises and circulating area through CCTV cameras.
- Protection and guarding of platforms, yards and circulating area.
- Coordination and liaison with GRP/State Police/Central Intelligence Agencies to strengthen railway security.

### **Special measures for women security:**

- Escorting of ladies compartments of suburban trains during peak hours.
- Public awareness programmes with regard to security of women passengers.
- Formation of special squad including lady RPF Sub Inspectors and Constables for providing assistance to women passengers.
- To improve representation of women in the Force, 10% of all posts advertised in the rank of constable & SI are earmarked to be filled up by women.
- Mahila Vahinis have been sanctioned to strengthen women security in metropolitan cities, especially in suburban sections.
- Creation of 4192 more posts, to be filled with women candidates, has been announced in Budget 2014-15 and proposal has been forwarded to Ministry of Finance for approval."

### **SECURITY AID ON BOARD TRAIN**

1.34 When the Committee desired to know of the mechanism available to passengers, especially women, to reach out to security personnel in the event of falling victims to crime while on board train, the Ministry stated in their written reply as under

"Any passenger, including women passenger, can approach on duty RPF/GRP and Commercial Staff for assistance and lodging of FIR in case of occurrence of any crime in train. In addition to above, RPF Security Helpline no.

1322 may also be dialled for seeking round the clock security related assistance during journey over railways."

1.35 The Committee have learnt that the sanctioned strength of RPF is about 76000 but the actual strength is 55850. The present strength of RPF and GRP personnel is not sufficient enough to cater to the security needs in station premises and on board trains. The security personnel are not available in trains from the beginning till the end of the journey. Despite the security arrangements in place by the Indian Railways, cases of crimes perpetrated against women during the last three years are as follows:

Year	Cases of Crimes against women					
	Rape		Molestation		Eve-teasing	
	In trains	In premises	In trains	In premises	In trains	In premises
2012	7	23	119	75	46	105
2013	5	23	189	138	53	65
2014	4	20	204	149	31	43

1.36 The Committee, having observed the spate of crimes against women over the Railways, desired to know about the training provided to RPF and GRP personnel to make them gender sensitive and to deal effectively and swiftly with crimes against women. In response, the Ministry replied as under:-

"At present 14 Training Centers are catering to the training needs of RPF personnel. Initial as well as on the job refresher courses are conducted for RPF personnel to enhance capability and skill development. Training curriculum include outdoor drill, PT, Parade, weapons training, field craft etc. and indoor training include law, railway working, passenger interface, gender sensitization, human right, computers etc. Specialized training/courses are also conducted for RPF Officers and staff at training institutes of other CPOs, CBI etc. RPF personnel are

also undergoing training as per the training schedule chalked out by BPR&D for Police/ Central Armed Police Force.

Recently about 17000 Constables have been recruited in RPF/RPSF. Due to limited training infrastructure in RPF/RPSF, training centers of SSB, BSF, CISF, ITBP Punjab Police, Haryana Police and Himachal Pradesh Police have been outsourced, and training of our newly recruited constables is being conducted in 34 training centers across the country. To sensitize these newly recruited constables, two days' Work-Shop (Training of Trainers) has been organized by National Human Rights Commission (NHRC) on 09th & 10th January, 2015. These trainers shall sensitize our constables in their initial training, through study material (Books, CDs etc.) provided by NHRC.

So far as Government Railway Police (GRP) is concerned, GRP is a wing of State police and functions under control of respective States. As such issue related to training, refresher course, on the job training etc. exclusively falls within the domain of concerned States and Railways have no say over recruitment and training of GRP personnel."

## **REPRESENTATION OF WOMEN POLICE PERSONNEL IN RPF**

1.37 With regard to the current representation of women in RPF and GRP, the Ministry stated in their written replies as follows:-

" At present 1400 women personnel are functioning in RPF and about 1000 women personnel are undergoing initial training and will be available with field units shortly. Process of recruitment has also been initiated for induction of 1599 more women personnel in the RPF. Besides above, a proposal for creation of 4192 posts to be exclusively filled with women candidates has been forwarded to Min. of Finance for sanction.

To raise the representation of women in Railway Protection Force (RPF), steps have already been taken and in this regard a policy decision to reserve 10% of the vacancies in direct recruitment of Constables and Sub Inspectors for women candidates has been taken. The said policy has already been implemented in recruitments held in recent past.

Government Railway Police (GRP) is a wing of State police and functions under respective States. At present about 38000 GRP personnel functions over respective States over Indian Railways. Since GRP is a wing of State Police, issue regarding representation of women in GRP is dealt by concerned States."

## **MAHILA VAHINIS**

1.38 Mahila Vahinis have been sanctioned with a purpose to provide exclusive women units to zonal railways to strengthen security environment for women and to instill a sense of security among women passengers. These Vahinis function within the existing statutes and rules available to other RPF personnel. Twelve such exclusive companies have been sanctioned for Indian Railways and the zonewise position of Mahila Vahini is as under:-

<b>Zone of Mahila Vahinis</b>	<b>No.</b>
NR	02
CR	02
WR	02
ER	02
SER	01
SR	01
SCR	01
NWR & SWR	01
<b>Total</b>	<b>12</b>

1.39 Out of 12, four Mahila Vahinis have become operational and remaining 08 are going to be recruited. About 1000 women recruits are undergoing initial training and will be shortly available for further duty with field units and process for recruitment of another 1599 ladies personnel has been further initiated. In addition to these, 01 Railway Protection Special Force Mahila Battalion has been sanctioned at Asonsol.

## **HELPLINE NUMBER**

1.40 For providing round the clock security related assistance to passengers, an All India Security Helpline has been made functional by the Railways through a common four digit 1322 helpline number. The Security Helpline is functioning through Security Control Rooms of RPF over entire network of Indian Railways. It has already been decided to print helpline no. on the reverse of the railway tickets. All the zonal Railways have also been advised to ensure wide publicity of help line number and strengthening of Security Control Rooms for smooth and effective functioning of Security Help Line.

1.41 Recently, a three digit no. 182 has been allocated by the Ministry of Telecom & IT for Security Helpline and all the zonal railways have been advised for ensuring migration from 1322 to 182. However, this helpline system has been established with available resources. A Security Helpline has also been set up at Room No.366, Rail Bhawan, New Delhi. It functions round the clock through toll free number 1800-11-1322.

## **TOILET FACILITY AND CLEANLINESS AT STATIONS**

1.42 As per norms, one-third of the toilets in the stations are required to be reserved for ladies. In case only 2 toilets exist in a station, one should be earmarked for ladies. The Railways have provided separate toilets for ladies as per norms at all the stations of A1 to E categories, i.e. at 6333 stations.

1.43 Cleanliness at stations is a continuous job requiring close monitoring and day-to-day supervision apart from infrastructural inputs. When the Committee desired to know about the arrangements provided with regard to the cleaning and maintenance of stations, the Ministry, in their written reply have stated as under:-

"Indian Railways have a regular mechanism of cleanliness at all category of stations with special emphasis on cleaning processes, introduction of 'Pay & Use' scheme at a number of stations, emphasis on provision of washable aprons, additional dustbins, repairs to drains etc. At all major stations, cleaning is being outsourced through mechanised cleaning, rag picking and garbage disposal contracts. At several stations, where cleaning is not out-sourced, well established departmental cleaning is in place."

1.44 When the Committee desired to know which officer is responsible for the cleanliness and maintenance of toilets in the stations, the Ministry stated in their written reply that multiple departments like commercial, medical, engineering and mechanical discharge their assigned duties for cleanliness at stations including toilets.

1.45 With regard to aspects like inspection and monitoring of cleanliness at stations, mechanism in place to attend to complaints regarding cleanliness and 'Pay & Use toilets', the Ministry replied further as under:-

"Monitoring of cleanliness at stations including toilets is done through regular inspections and special drives. Suitable action is taken against the staff /contractors who are found wanting in the performance of their duties for maintaining cleanliness at railway stations including toilets. At all stations a complaint cum suggestion book is maintained with the Station Manager/Station Superintendent. The complaints/suggestions given by the travelling public are duly

acknowledged at the time of registration. Any complaint regarding cleanliness can be lodged with Station Manager/Station Superintendent.

As per extant guidelines, the rate list regarding 'Pay & Use" toilets should be displayed at noticeable locations/entry points to the toilets. Clear sign-boards showing that the urinals are free should be displayed."

1.46 On being asked about the practice of providing toilet facility at the end of station premises , the Ministry stated in their written replies that in most of the passenger trains, general coach is placed at the end and toilets at the end of station have been planned to help maximum passengers including women.

## **CLEANLINESS ON BOARD TRAINS**

1.47 With regard to the monitoring mechanism in place to ensure cleanliness on board trains, the Ministry stated in their written reply as under:-

"Railway supervisors carry out the scoring of cleanliness 100% by inspection of coaches under CTS scheme. Test Checks Protocol at the level of supervisors and officers for periodical inspection and monitoring the work carried out under cleanliness schemes have been prescribed. Frequency of test check varies from 100% check to once in a quarter depending upon the cleanliness scheme and hierarchy level of nominated officials. Nodal department for monitoring cleanliness of coaches is Mechanical Department. Divisional Officers involve in the maintenance and upkeep of coaches are the concerned officers for cleanliness related issues. Any specific requirement of cleanliness can also be communicated to the incoming station, through on board staff viz. TTEs, Coach Attendants, where concerned staff is available and cleaning is arranged. Complaint book is provided with TTEs/Guard and Station Managers etc. for lodging any type

of complaint. Besides, passengers are also making use of CPGRAMS, an online portal for registering suggestions and complaints."

## **TOILET FACILITY ON BOARD TRAINS**

1.48 With regard to provision of toilet facility in all trains, the Ministry stated in their written replies that all mainline trains running short distances in semi-urban and rural areas are equipped with toilets. In older designs of DEMU and MEMU trains, toilets were not provided. However, provision of toilets is being made in newly manufactured DEMUs and MEMUs.

1.49 When the Committee wished to know whether it is possible to provide the older designs of DEMU/MEMU trains with toilets and the total number of older designs of DEMU and MEMU trains in service at present, the Ministry replied as under:-

"It is not possible to retrofit toilets in older designs of DEMU/MEMU trains due to the structural and design constraints. As per the present policy decision, toilets are not provided in EMU trains. At present, 775-DEMU, 1692-MEMU and 6443 EMU coaches are in service. 1598- MEMUs and 235-DEMUs are without toilets."

## **COMPLAINT BOXES/ HELP DESKS**

1.50 The Committee have been informed that the Indian Railways has a well - organised public grievance redressal machinery that take prompt action on any complaints passengers have. Passengers can record grievances in the complaint book kept for this purpose at railway agencies, Town Booking Offices, Major Goods Sheds, Parcel Offices, Reservation Offices, Refreshment Rooms, Pantry Cars, etc.

Alternatively, passengers could also approach the Public Grievances Redressal Booths at major stations for on-the-spot action.

1.51 At the divisional level, Additional Divisional Railway Managers can be approached for redressal of grievances in respect of their divisions. They can also approach the Additional General Manager of each Zonal Railway, who has been designated as Director of Public Grievances. At the Ministry level, passengers can contact Public Grievances Cell on the Telephone Numbers 011-23386203 & 011-23303229. Passengers can also lodge their grievances on-line at web-site [pgportal.gov.in](http://pgportal.gov.in). Apart from the above, passengers can make a complaint and even track their complaint through Indian railway web-site '[www.indianrailways.gov.in](http://www.indianrailways.gov.in). Railway welcomes your suggestion and feedback'.

1.52 The complaints registered in the Complaint cum Suggestion Book is forwarded to the office of the Additional Divisional Railway Manager (ADRM) who is the Grievance Redressal Officer. The ADRM after enquiring into the complaint sends a reply to the complainant and a copy of the reply is also pasted against the complaint in the Complaint cum Suggestion Book for record.

1.53 However, the Ministry has not set any time frame for redressal of complaints.

## **PART II**

### **OBSERVATIONS/ RECOMMENDATIONS OF THE COMMITTEE**

#### ***STRENGTH OF WOMEN EMPLOYEES IN RAILWAYS***

**2.1** The Committee note that despite being the largest Public Sector Undertaking in the country, the number of women employed in the Railways at present is only 89,337 out of a total of 13,33,966 which is a meagre 6.7 per cent. This poor representation is not just among those involved in arduous operational activities but also among those in the higher rung of administrative ladder. Though women are deployed in all spheres of railway activity , be it among loco pilots or trackmen, the Committee observe that due to prolonged working hours, shift duty, etc. women have lesser career prospects in the Railways. Perhaps, that is the reason why despite various relaxations given by the Government, the strength of women employees in the Railways has not shown any significant increase over a period of time. However, the Committee feel that, it is the responsibility of every organization to pitch in dedicated efforts to ensure equal gender participation in every job area by offering secure and favourable working conditions to its women employees and a public sector behemoth like the Railways should not lag behind in this respect. Hence, the Committee recommend that the Railways should explore the possibility of conducting separate special recruitment drives to rope in more women employees into its workforce for the progressive and holistic growth of the Railways. The Committee further desire that the Railways should chalk out a well defined policy to make the service more attractive to women employees and also make efforts to increase the number of women recruited directly in Group A and B posts to make the management of the organization more gender sensitive.

## ***CRECHE FACILITY FOR CHILDREN***

**2.2** The Committee note that, in compliance with budget announcement 2010-11 forty five crèches are functioning at present in various zones/ factories/workshops under the Railways. However, the Committee are surprised to note that in a few places even though crèches were initially arranged, they had to be wound up in view of lesser number of applicants or no applicants. The Committee surmise that one of the reasons for lesser number of applicants opting for crèche facilities could perhaps be the lack of awareness about the existence of such a facility. Hence, the Committee desire that the Railways should ensure that information regarding the provision of crèche facilities is brought to the knowledge of all women employees without fail. The Committee would further like the Railways to explore the possibility of providing some financial assistance to the women employees for availing private crèche facilities in the absence of a crèche at workplace. Further, the Committee would also urge upon the Railways to ensure that the crèches run by them are set up within the office premises as far as possible otherwise it will not yield the desired results to its maximum.

## ***REST ROOM FACILITIES***

**2.3** The Committee also note that in order to improve the working conditions of women employees in the Railways they are provided with restrooms, toilets, separate sitting arrangement in canteen etc. While appreciating these measures taken by the Railways to give a conducive working environment to women employees, the Committee would urge the Railways to keep stocktaking of extant infrastructural and operational facilities from time to time with a view to improving their quality wherever necessary and creating more facilities in accordance with situational demands.

## ***TRANSFER/POSTING OF WOMEN EMPLOYEES***

**2.4** The Committee are given to understand that the present transfer policy of the Railways is working well in the interest of administration as well as the welfare

of non- gazetted Group 'C' employees working in all the 16 Zonal Railways and 07 Production Units. However, the Railways is silent about the posting of women employees in remote areas. Though, the Committee understand that the functional requirements of Railways involve transfer and posting of employees to remote areas, it is a fact that a transfer or posting to remote areas or erratic transfers can be totally unsettling for a woman employee, throwing her life off balance, leaving her to a struggle of managing many familial exigencies. Further, such transfers/postings can also lead to stress and subsequent adverse impact on the capabilities of a woman employee forcing her at times to go on leave without pay or put down her papers. The Committee, therefore, urge the Railways to be more sympathetic towards the family conditions of a woman employee during transfers and possibly post her at the desired place to enhance her status in all walks of life and also provide an opportunity to attend to the basic necessities of her family like the education and upkeep of the children . The Committee recommend that in case of non-materialisation of desired posting, specific reasons may be communicated to the women employees as they have come across some complaints against the administrative authorities for not accommodating such requests despite having vacancies. The Committee also feel that a transparent and viable transfer / posting policy can also augment the Railways' efforts in recruiting more women into the organisation.

### ***WORKING HOURS AND CONVEYANCE FACILITY***

2.5 The Committee are informed that no woman employee is generally assigned odd hours of duty by the Railways and even if they are required to stay back due to exigencies of work, it is ensured that they get conveyance to go back to their homes. The Railways has also informed that no demand for conveyance has so far been made by the staff. However, the Committee have learnt during their study visits that many women employees are not happy with the working hours of the Railways and feel that the late working hours have an adverse impact on the healthy balance between their personal and professional lives. Hence, the

Committee recommend that the Railways should explore the possibilities of providing flexible working hours to women employees in all possible job areas. The Committee further note that though at present, the employees working in the second shift in reservation counters work till 8 pm on week days, the Railways is mulling over increasing the working hours of PRS counters in zonal railways beyond 8 pm on week days and beyond 2 pm on Sundays, subject to demand from passengers and availability of manpower. In that eventuality, the Committee would like the Railways to arrange for conveyance facilities at odd hours to its women employees if they are assigned duty in PRS counters beyond 8 pm. The Committee would like to be informed of the steps taken in this regard.

#### ***SEXUAL HARASSMENT COMPLAINTS / GRIEVANCE REDRESSAL MECHANISM***

2.6 The Committee understand that Railway Services (Conduct) Rules, 1966 and Railway Servants (Discipline and Appeal) Rules, 1968 protect women employees from sexual harassment at workplace in the Railways. The Committee also observe that instructions for further streamlining the said service rules and to bring them in line with the Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013 have already been issued by the Railways. However, the Committee are disturbed to note that even after the lapse of about one year of the enactment of Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013, the Railways is yet to move beyond Visakha Guidelines and implement the provisions of the new Act in letter and spirit. The Committee disapprove of this lackadaisical approach of the Railways and recommend that the guidelines specified in the Act may be followed in its spirit in the organisation without further delay, especially in completing the enquiry in the pending cases. The Committee would like to be apprised of the progress achieved in this regard.

## ***INTERNAL FORUM TO RAISE GENERAL GRIEVANCES***

**2.7** Linked to the above issue is the existence of appropriate mechanism in place to address the general grievances of women employees. The Committee understand that the Railways have 'Workers Meetings' and 'Employer-Employee' meetings to raise general issues. While appreciating the Railways for giving these platforms to women employees for raising general issues, the Committee find such platforms inappropriate to discuss issues pertaining to sexual harassment as these meetings consist of employees of both gender. Hence, the Committee urge the Railways to conduct exclusive 'women workers meetings' to create awareness and raise issues related to sexual harassment and related cases.

## ***HOSTEL FACILITIES/ QUARTERS TO WOMEN EMPLOYEES.***

**2.8** The Committee note that pursuant to budget declaration 2013-14, the Railway Board decided to provide single women railway employees with hostel facilities at all the Divisional Headquarters. In this regard, the Railways had also sought options from all single women employees working at Divisional Headquarters vide letter dated 11.12.2013. However, the Committee regret to note that even after one year, the Railways neither has any data on the exact number of women employees who have opted for hostel facilities so far pursuant to their instructions issued in December, 2013 nor has undertaken any concrete steps in the direction of providing hostel facilities to them. The Committee feel that this approach of the Railways does not augur well for enhancing the number of women employees in the Railways. Hence, the Committee, while deprecating this delay on the part of the Railways, strongly recommend that sincere efforts should be made to provide hostel facilities for single women employees in a time bound manner. The Committee hope that the definition of 'single woman' encompasses widows, women who are separated/ legally divorced and married women who are staying alone without their families. The Committee further desire that the decision of the

Railways to earmark certain number of staff quarters for hostel purpose without resorting to new constructions, should not hamper the general progress of allocation of staff quarters to other employees.

### ***NEED FOR CENTRALIZED DATA SYSTEM***

2.9 The Committee are unhappy to note that the Railways do not maintain centralized data on various important aspects like the total number of women employees category-wise in the organisation, number of women employees in Group A and B Services, status of sexual harassment complaints received and action taken thereon, etc. The Committee feel that in this era of modern technology, it is not a mammoth task for any organization to keep centralized data on important issues pertaining to the organization. Such centralized data would help the organisation to maintain the integrity of data, avoid delay in obtaining information and taking action thereon whenever requested from zonal offices and in monitoring other developments. Hence, the Committee recommend that the Railways should develop centralized IT enabled Employees Information System at the earliest for easy access to information and better synchronisation and coordination.

### ***AMENITIES FOR WOMEN PASSENGERS***

2.10 The Committee note that rail passengers experience two distinctive types of amenities provided by the Railways - one are the amenities provided at railway stations and the other are services provided onboard trains. Both these types of passenger amenities have always attracted the attention of Indian Railways and over the years some improvements have been brought in for certain amenities such as ladies waiting rooms, drinking water facilities etc. However, to deliver sustained and measurable improvement in customer care services, the Committee recommend performance audit of Railways with regard to passenger amenities particularly to women passengers in every five years. An outside agency can be

entrusted with the task and shortcomings in the extant facilities can be identified and provision of new amenities and facilities can be chalked out. The Committee further desire that the maintenance of existing amenities should be given more attention with a view to checking slippages and fixing accountability with regard to proper maintenance of amenities.

### ***SEPARATE COUNTERS/ QUEUES FOR WOMEN***

2.11 The Committee note that separate counters are earmarked at various Passenger Reservation System Centres for ladies, physically disabled persons, senior citizens, accredited journalists and freedom fighters, if the average demand per shift is not less than 120 tickets. However, the Committee during their study visits have observed that this facility is not available in all the passenger reservation centres across the country where the volume of women passengers is heavy. The Committee feel that a separate ticket counter exclusively for women will definitely make the women feel more comfortable and safe . It will address the problem of uncalled for behaviour with women and also reduce the time women have to stand in queues to buy tickets. Hence, in order to ease the travails of women commuters, the Committee recommend that dedicated counters may be earmarked for women in all the passenger reservation centres /railway stations across the country. The Committee further recommend that if it is not possible to earmark such exclusive counters for women in certain reservation centres / railway stations owing to lack of computerization or shortage of manpower or less volume of women commuters, women passengers may be attended separately at the same counter by displaying information board that the women passengers can form a separate queue to buy journey tickets and also platform tickets at respective counters.

## ***LADIES COMPARTMENTS***

**2.12** The Committee note that ladies coaches are usually provided at the end of the train in the Guard cum Luggage Coach since the guard of the train travels in this coach. The Railways have informed that due to technical difficulties it is not possible to shift the ladies compartments to the middle position in all the trains. However, the Committee are of the strong view that the placing of the ladies compartment at the rear end of the train poses real security threat to women as it is easy for a miscreant to enter or escape from the ladies' compartment after committing a crime or theft. In the wake of several cases of crimes against women aboard trains, the Committee desire that the Railways should reconsider their policy of placement of ladies' compartments and should explore the ways and means to position it in the middle of trains. In passenger and local trains where pantry cars or vestibules do not pose a technical hitch, the position of ladies compartments should inevitably be at the middle of the train.

## ***SECURITY OF WOMEN ON BOARD TRAINS***

**2.13** The Committee are happy to note that the Government has given priority to women's safety in the Railway Budget, 2015-16 and has proposed utilization of resources from the Nirbhaya fund for augmenting security of women. The Committee have been informed in this regard that the Railways has decided to provide surveillance cameras on a pilot basis in the ladies compartments of 50 EMU rail cars and 50 Main Line Trains. The Committee, while welcoming this initiative desire that the Railways should devise ways and means to reduce the reaction time after the camera catches a woman getting molested/assaulted etc., without which the entire exercise would be futile. The Committee would also like to stress that the Railways should ensure that these cameras should not compromise on the privacy of women passengers or the visuals are not misused by any individual/authority.

## ***SURVEILLANCE ON PLATFORMS***

2.14 The Committee understand that in order to ensure better security for passengers, the extant CCTV surveillance system is further being strengthened under an Integrated Security System (ISS). Under ISS, 202 stations have been identified for installation of CCTV cameras, out of which 80 stations have been provided with cameras. The Railways has also decided to install CCTV cameras in all A1, A and C category stations. Since the Committee strongly believe that security vigilance cameras act as a strong deterrent against anti social elements, they can go a long way in ensuring the security of women and children at railway stations and can even put a check on human trafficking, they, therefore, desire that the Railways should take effective steps to cover all the stations under ISS in a time bound manner. The Committee further recommend that CCTV cameras should be vigilantly monitored round the clock by the security personnel. The Committee would also like to exhort the Railways to ensure that the entire station is covered under CCTV cameras of highest quality giving clear visuals and that these are also maintained properly .

## ***RAILWAY SECURITY PERSONNEL***

2.15 The Committee note that as a legacy of British era policing system, a three tier security system is prevailing over Indian Railways in the form of District Police (DP), Government Railway Police (GRP) and Railway Protection Force (RPF). However, in order to establish a single command and control system responsible for security of entire network of Indian Railways, a proposal for amendment in the RPF Act has been moved by the Railways. The matter is still at consultation stage and comments from 23 States/UTs have been received so far. The Committee are of the view that a single agency with unified command and control over the entire network of Railways is the need of the hour to have effective security in the organisation. Hence, the Committee desire that the Railways should take urgent steps to put this system in place without further delay so that the safety and security of the passengers are not compromised and new challenges and threats

to the security of the passengers can be effectively addressed. Till the time such a system is in place, the Committee desire that effective coordination may be ensured between the RPF, GRP, DP, coach attendants, T.T.E and other railway personnel connected with security so that slippages in security do not occur.

#### ***AVAILABILITY OF SECURITY PERSONNEL ON BOARD TRAINS AND PLATFORMS***

2.16 The Committee understand that trains are classified into three categories for the purpose of providing security viz., highly vulnerable, vulnerable and normal. While security is provided in highly vulnerable trains, random security is provided in vulnerable trains and no security is provided in normal trains. The Committee note from the statistics provided by the Railways that there were five cases of rape and 189 cases of molestation in trains in 2013 and four cases of rape and 204 cases of molestation in 2014. Considering the tendency of under reporting of such crimes, the Committee apprehend that the real magnitude of the problem may be much higher. In view of the rising rate of crimes against women, the Committee strongly recommend that more security personnel may be deployed at station premises and aboard trains so that their visible presence keeps the miscreants at bay. The Committee further desire that the security personnel should be deployed aboard all trains especially long distance trains, ladies special trains and trains which are used by a large volume of women passengers, irrespective of the category. The strength of the security personnel to be deployed may be decided on the basis of the vulnerability of the section.

#### ***STRENGTH OF RAILWAY PROTECTION FORCE***

2.17 The Committee note that the sanctioned strength of Railway Protection Force is about 76000 out of which the current strength is around 55850. The Railways have informed that around 17000 RPF recruits are undergoing initial training in various training institutes and will shortly be available for field duties. The Committee are of the strong view that the present strength of RPF is not adequate enough to provide required security to women passengers and to check

subversive activities/ crimes in station premises and on board trains. Hence, the Committee desire that the strength of RPF personnel should be increased at the earliest. The Committee further recommend that to address new challenges to security, the RPF personnel may be provided with necessary hi-tech gadgets and state of the art training.

### ***REPRESENTATION OF WOMEN IN RPF***

2.18 The Committee have been informed that at present 1400 women personnel are functioning in RPF and about 1000 women personnel are undergoing initial training. Moreover, the process of recruitment of another 1599 women personnel has been initiated. Further, a proposal for creation of 4192 posts to be exclusively filled by women is pending for approval with the Finance Ministry. Moreover, 10% of the vacancies in direct recruitment of Constables and Sub Inspectors is reserved for women candidates. While firmly believing that the induction of more women in police force is a natural demand of contemporary policing and an inevitable requirement in the fast changing society, the Committee laud the initiatives taken by the Railways to increase the representation of women in RPF. However, the Committee also desire that the Railways should follow up the proposal pending with the Finance Ministry in right earnest so that the existing strength of women RPF personnel is increased substantially at the earliest.

### ***MAHILA VAHINIS***

2.19 The Committee further observe that the Mahila Vahinis or exclusive women units sanctioned recently to zonal railways would definitely strengthen the security environment for women. At present 12 Mahila Vahinis have been sanctioned for 09 zonal railways out of which four Mahila Vahinis have become operational and 08 are yet to be raised. In view of the urgency to instill a sense of security among women passengers of Indian Railways, the Committee desire that the remaining 08 Mahila Vahinis should be made operational within a specific time

limit and the remaining 07 zonal railways may be sanctioned Mahila Vahinis at the earliest.

### ***HELPLINE NUMBER***

2.20 The Committee note that in order to provide round the clock security related assistance to women passengers, an All India Security Helpline has been made functional through a common four digit number 1322. Recently, a three digit number '182' has been allocated by the Ministry of Telecom & IT for Security Helpline and all the zonal railways have been advised migration from 1322 to 182. The Committee would like to point out here that having separate helpline numbers and frequently changing the number would only add to the confusion of the commuters. Hence, the Committee recommend that a uniform toll free helpline number should prevail in the Railways for ensuring assistance to women. The Committee also desire that this number should be given wide publicity through the print and electronic media and should be prominently displayed at the entrance to the stations, near ticket counters, at prominent locations on platforms, inside trains and on lavatory doors. The Committee further recommend that this number should be printed on the face of the ticket along with ticket details so that attention of the passengers are drawn to it without fail. The Committee would also like the Railways to explore the feasibility of including this number while texting ticket details to passengers.

### ***TOILETS FOR WOMEN AT RAILWAY STATIONS***

2.21 The Committee note that as per railway guidelines, one- third of the toilets are required to be reserved for ladies. In case only 2 toilets exist at a station, one is to be earmarked for ladies. The Committee have been informed by the Railways that as per norms, toilets, which are classified under minimum essential facilities, are provided at all stations except halt stations. However, the Committee are despaired to point out that in many stations, the condition of toilets are so poor to the effect of being non existent. Even the toilets at a major station like New Delhi

are poorly maintained and in pathetic condition. Hence, the Committee desire that the Railways should ensure sanitary and hygienic condition of toilets at railway stations through stringent and regular monitoring and accountability with regard to the upkeep of toilets should be fixed and strict action should be initiated against defaulters. The Committee also desire that the Railways should set up bio toilets at all major stations and gradually expand to all stations across the country to ensure greater cleanliness.

#### ***LOCATIONS OF LADIES TOILETS AT STATIONS***

2.22 The Committee have observed that in many railway stations, especially small/medium stations, toilet facility is located at the end of the platform / station premises. In this regard, the Railways has submitted that the general coach in most of the passengers trains is at the end and toilets have been planned in such a way to help maximum number of passengers including women. However, the Committee are of the strong opinion that the position of these toilets make them extremely unsafe and inaccessible for women as they look desolate on the outskirts of the station. Hence, the Committee recommend that the Railways should consider relocation of such toilets to safe positions at the stations ensuring proper lighting etc.

#### ***CLEANLINESS OF TOILETS ON BOARD TRAINS***

2.23 Cleanliness of toilets on board trains is another major concern for women as filthy and stinking toilets can pose health problems, especially for women on account of their physical/biological constitution. Perhaps dirty toilets act as a deterrent to many while weighing option for long distance rail travel. The Committee hence recommend to put in better infrastructure to improve cleanliness on board train and housekeeping services should be made available as an immediate response service on board trains. Railways may also provide wall mounted dispensers containing sanitizers/disinfectant lotions in toilets to maintain proper hygiene in toilets. The Committee also desire that the Railways should explore possibility of providing toilets exclusively for women passengers on board trains.

## ***NEED FOR TOILETS IN DEMU/MEMU/EMU***

**2.24** The Committee note that in older designs of DEMU and MEMU trains, toilets are not provided and as a policy decision EMU trains are not provided with toilets. The Committee further note that provision of toilets is being made in newly manufactured DEMUs and MEMUs and at present 775 DEMUs, 1692 MEMUs and 6443 EMU coaches are in service out of which 235 DEMUs and 1598 MEMUs are of older design. The Railways has apprised the Committee that it is not possible to retro-fit toilets in the older designs of DEMU and MEMU coaches. The Committee understand that these DEMU and MEMU trains are used by a large number of women commuters for their daily travel and lack of this foremost basic amenity can cause inconvenience to them. Hence, the Committee desire that if it is not possible to provide toilets in these trains due to technical constraints, the Railways should consider replacing the older DEMU and MEMU trains with the new ones in a time bound manner. The Committee would like to be apprised of the steps taken in this regard and the time frame set for replacement of older design DEMUs and MEMUs with the new ones. Further, in view of the fact that the number of EMU trains in service are on the higher side as compared to DEMUs and MEMUs, the Committee desire that the Railways should reconsider its policy and explore the possibilities of providing EMU coaches with toilet facilities.

## ***COMPLAINT BOXES/HELP DESKS***

**2.25** The Committee have been informed that the Indian Railways has a well organized Public Grievance Redressal Machinery to take prompt action on passenger's complaints. The Railways has provided complaint boxes/help desks at all stations and passengers can lodge their grievances on line at website [pgportal.gov.in](http://pgportal.gov.in) and [www.indianrailways.gov.in](http://www.indianrailways.gov.in). The passengers can also approach the Public Grievances Redressal Booths at major stations for on-the-spot action on complaints. At the Divisional level, Additional Divisional Railway Manager (ADRM) is the Grievance Redressal Officer. The Railways has informed that the ADRM, after enquiring into each complaint, sends a reply to the complainant and a copy of the

reply is pasted against the complaint in the complaint cum suggestion book for record. However, the Committee have observed during the examination of the subject that majority of the rail commuters are not aware of the existence of such an extensive grievance redressal machinery. Hence, the Committee recommend that the Railways should give wide publicity to the grievance redressal mechanism available with them. The Committee further desire that the complaint redressal mechanism should be made more transparent and responsive with provisions for follow up in order to gain the confidence of commuters.

**NEW DELHI**  
**27 April, 2015**  
**07 Vaishakha , 1937 (Saka)**

**BIJOYA CHAKRAVARTY,**  
**Chairperson,**  
**Committee on Empowerment of Women.**

## LIST OF CRÈCHES IN RAILWAYS

POSITION OF CRECHES ON RAILWAYS			
Railway/ PU	Locations	No	Remarks
Central	Parel		
	Pune		
	Kurla		
		3	
Eastern	Sealdah		
	Howrah		
	Asansol		
	Kanchrapara		
	Liluah		
	Jamalpur		
		6	
East Central	Dhanbad		
			1
East Coast	Kurla		Infrastrure provided in Kurla but no female employee availing facility.
	Waltair		
	Mancheswar		
		3	
Northern	Delhi		
	Lucknow		
	Ambala		
	Moradabad		
		4	
North Central	Jhansi DRM Office		
	Agra		
		2	
North Eastern	Lucknow		
	Gorakhpur		
	Varanasi		
		3	
Northeast Frontier	Maligaon		
	Alipurduar		
	Lumding		
		3	
North Western	Jaipur, HQ Office		

	Jaipur near Jawahar Circle		The creches previously running at Divisonal Office Jaipur, Ajmer and Jodhpur were closed on account of low demand.
		1	
	Jodhpur		
	Ajmer		
Southern	Chennai		
	Madurai		
	Trivandrum		
	Tiruchchirapalli		
	GOC		
		5	
South Central	Secunderabad		
	Vijayawada		
	Guntakal		
		3	
South Eastern	Kharagpur		Cresches were arranged but no resposne/appliation received.
	Ranchi		
		0	
South East Central	Bilaspur		
	Nagpur		
		2	
South Western	Bangalore		
	Hubli		
		2	
Western	Ahmedabad		
		0	Creche proposed but only one applicant.
West Central	Jabalpur		
	Bhopal		
	Kota		
		3	
DMW	Patiala		
		1	
DLW			
Rail Coach Factory	Kapurthala		
		1	
RWF	Admn Building & West Colony		

		1	
ICF	Near Technical Training Centre		
		1	
	Total	45	

## APPENDIX I

### COMMITTEE ON EMPOWERMENT OF WOMEN (2014-2015)

#### MINUTES OF THE EIGHTH SITTING OF THE COMMITTEE HELD ON MONDAY, THE 09<sup>th</sup> FEBRUARY, 2015

The Committee sat on Monday, the 09<sup>th</sup> February, 2015 from 1530 hrs. to 1645 hours in Committee Room 'C', Parliament House Annexe, New Delhi.

#### PRESENT

Smt. Bijoya Chakravarty - Chairperson

#### MEMBERS

##### LOK SABHA

2. Smt. Anju Bala
3. Smt. Rakshatai Khadse
4. Smt. Satabdi Roy
5. Smt. Rita Tarai
6. Smt. P.K. Sreemathi Teacher

##### RAJYA SABHA

7. Smt. Vandana Chavan
8. Smt. Kahkashan Perween
9. Shri G.N. Ratanpuri
10. Smt. Bimla Kashyap Sood
11. Shri A.V.Swamy

##### SECRETARIAT

1. Smt. Anita Jain - Joint Secretary
2. Shri S.C. Chaudhary - Director
3. Smt. Reena Gopalakrishnan - Deputy Secretary

:2:

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened to take oral evidence of the representatives of the Ministry of Railways in connection with examination of the subject 'Working Conditions of Women in Railways and Amenities for Women Passengers'.

*[Witnesses were then called in]*

3. After welcoming the witnesses, the Chairperson read out Direction 55 (1) regarding confidentiality of the proceedings. Thereafter, the representatives of the Ministry of Railways highlighted the welfare activities undertaken by the Railways for the women employees, the facilities given to women employees such as crèches, separate toilets and rest rooms, security system in place for passengers, complaint redressal mechanism etc.

4. The Members of the Committee raised queries concerning various issues related to women employees and women passengers like the low representation of women employees in Railways, formation of internal complaints committee to address the issue of sexual harassment, appropriate forum for women employees to raise sexual harassment issues, need to have a centralized data system on the status of sexual harassment complaints, implementation of guidelines pertaining to Sexual Harassment of Women at Workplace Act, 2013 in letter and spirit etc.

5. The Members also enquired upon cleanliness on board trains, position of ladies' compartments in trains, security of women passengers on board trains, separate queues for women at ticket counters, working conditions of women who are working as trackmen, provision of working women's hostels/quarters, role of Railways in ensuring the compliance of Contract Labour Act clauses by contractors working for the Railways, skill upgradation programmes for women employees especially those appointed on compassionate grounds, feasibility of giving regional preference to women candidates in

recruitments etc. The issues raised by the Chairperson and the Members were replied to by the officers of the Ministry. However, on the queries on which the information was not readily available, the Ministry of Railways was directed to furnish written replies to the Secretariat at the earliest.

*[The witnesses then withdrew]*

*[The Committee then adjourned]*

6. A verbatim record of the proceedings has been kept.

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## APPENDIX II

### **COMMITTEE ON EMPOWERMENT OF WOMEN (2014-2015)**

#### **MINUTES OF THE TWELFTH SITTING OF THE COMMITTEE HELD ON MONDAY, THE 27<sup>th</sup> APRIL, 2015**

The Committee sat from 1500 hrs. to 1545 hrs. in Room No. 130 (Chairperson's Chamber), Parliament House Annexe, New Delhi.

#### **PRESENT**

**Smt. Bijoya Chakravarty** - Chairperson

#### **MEMBERS**

##### LOK SABHA

2. Smt. Anju Bala
3. Smt. Rama Devi
4. Smt. Bhavana Gawali
5. Smt. Riti Pathak
6. Smt. Anupriya Patel
7. Smt. Jayshreeben Patel
8. Smt. Satabdi Roy
9. Smt. Mala Rajyalakshmi Shah
10. Smt. Rita Tarai
11. Smt. P.K. Sreemathi Teacher
12. Smt. Savitri Thakur

##### RAJYA SABHA

13. Smt. Jharna Das Baidya
14. Smt. Vandana Chavan
15. Smt. Kahkashan Perween
16. Smt. Bimla Kashyap Sood
17. Smt. Wansuk Syiem

##### SECRETARIAT

1. Shri S.C. Chaudhary - Director
2. Smt. Reena Gopalakrishnan - Deputy Secretary

2. At the outset, the Chairperson welcomed the members to the sitting of the Committee. The Committee thereafter took up for consideration the Draft Report on the subject 'Working Conditions of Women in Railways and Amenities for Women Passengers'. After discussing the Draft Report in detail, the Committee adopted the Draft Report with minor modifications.

3. The Committee also authorized the Chairperson to finalize the Draft Report and present the same to both the Houses of Parliament.

The Committee then adjourned.

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