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**STANDING COMMITTEE ON
RAILWAYS
(2010-11)
FIFTEENTH LOK SABHA**

**MINISTRY OF RAILWAYS
(RAILWAY BOARD)**

**SUBURBAN TRAIN SERVICES OF INDIAN RAILWAYS, WITH
PARTICULAR EMPHASIS ON SECURITY OF WOMEN PASSENGERS**

TWENTY-THIRD REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

FEBRUARY, 2014/ Magha 1935 (Saka)

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(2013-14)**

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PARTICULAR EMPHASIS ON SECURITY OF WOMEN
PASSENGERS**

Presented to Lok Sabha on 06.02.2014

Laid in Rajya Sabha on 06.02.2014



**LOK SABHA SECRETARIAT
NEW DELHI**

February, 2014/ Magha 1935 (Saka)

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Constituted on 31.08.2013

COMPOSITION OF STANDING COMMITTEE ON RAILWAYS (2013-14)

Shri T. R. Baalu - Chairman

MEMBERS

LOK SABHA

2. Shri Partap Singh Bajwa
3. Dr. Ram Chandra Dome
4. Smt. Maneka Sanjay Gandhi
5. Shri Pralhad Joshi
6. Shri Bhaskar Rao Patil Khatgonkar
7. Dr. Nirmal Khatri
8. Shri Surendra Singh Nagar
9. Shri Devender Nagpal
10. Shri Anand Prakash Paranjpe
11. Shri Rayapati Sambasiva Rao
12. Shri Rudra Madhab Ray
13. Shri Magunta Sreenivasulu Reddy
14. Smt. Satabdi Roy
15. * Vacant
16. Shri Ganesh Singh
17. Shri Lal Ji Tandon
18. Shri Ashok Tanwar
19. Shri Harsh Vardhan
20. Dr. Vivekanand
21. Smt. Dimple Yadav

RAJYA SABHA

22. Shri Husain Dalwai
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24. Shri Om Prakash Mathur
25. Dr. Barun Mukherji
26. Shri K. Parasaran
27. Shri Ambeth Rajan
28. Shri Tarini Kanta Roy
29. Shri Bashistha Narain Singh
30. Shri Ishwar Singh
31. Shri Nandi Yellaiah

Constituted *vide* LS Bulletin No.5635 dated: 04.09.2013

* Yashodhara Raje Scindia ceased to be a Member *vide* Lok Sabha Bulletin Part II No.5977 dated 19.12.2013.

LOK SABHA SECRETARIAT

- | | | | |
|----|-----------------------|---|---------------------|
| 1. | Shri K. Vijaykrishnan | - | Joint Secretary |
| 2. | Shri Arun K. Kaushik | - | Additional Director |
| 4. | Ms. Swati Parwal | - | Committee Officer |

INTRODUCTION

I, the Chairman of the Standing Committee on Railways (2013-14), having been authorised by the Committee to present the Report on their behalf, present this Twenty-Third Report of the Standing Committee on Railways on 'Suburban Train Services of Indian Railways, with particular emphasis on Security of Women Passengers'.

2. The Committee took evidence of the representatives of the Ministry of Railways (Railway Board) on 09.10.2013, 31.10.2013 and 08.01.2014.

3. The Committee considered and adopted the Report at their sitting held on 27.01.2014. Minutes of the related sittings are given in appendix to the Report.

4. The Committee wish to express their thanks to the officers of the Ministry of Railways (Railway Board) for appearing before the Committee and furnishing the material and information which the Committee desired in connection with the examination of the subject. They would also like to place on record their deep sense of appreciation for the valuable assistance rendered to them by officials of Lok Sabha Secretariat attached to the Committee.

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;
5 February, 2014

16 Magha, 1935 (Saka)

T.R. BAALU
Chairman,
Standing Committee on Railways

PART I
CHAPTER I
INTRODUCTORY

The Indian Railways is the lifeline of the nation, with a route length of 64,600 kilometres, providing both passenger and freight services. Over the years, it has evolved as the most common and affordable mode of transportation for the people. The passenger services of the Indian Railways are available on both suburban and non-suburban segments. The non-suburban sector comprises long distance Express/Mail train services whereas the suburban sector has short distance local trains providing accessibility to major cities.

Understanding Suburban Train Services

1.2 Suburban rail, urban rail, commuter rail, or regional rail, plays a major role in the public transport system of many of India's major cities. Suburban rail is defined as a rail service between a central business district and its suburbs, a conurbation or other locations that draw large numbers of people on a daily basis. In other words, suburban train services are the vital link which connects Suburban Centres to the 'Urban conglomerates'.

1.3 In the Indian Railway system, 'suburban section' has been separately defined only on six Zonal Railways, namely, Central, Eastern, Southern, South Eastern, South Western, Western and on Metro Railways. On the South Central Railway, 'suburban section' has been defined w.e.f. February, 2013. Metro Railway, Kolkata, has been included in suburban train services from 2011-12.

1.4 The details of the coverage of suburban trains both in terms of passengers and areas, Zone-wise, are as under (Table 1):

Zone	Coverage of sub-urban train in terms of area	Coverage of sub-urban train in terms of passengers
Southern Railways	167 Km	11.2 lakh per day
Western Railways	123.78 Km	34.84 lakh per day

Eastern Railways	923 Km	27.84 lakh per day
Central Railways	310 Km	40 lakh per day
South Eastern Railways	249 Km	3.67 lakh per day
South Central Railways	43 Km	1.40 lakh per day

1.5 The relevance of suburban train services can be established from the fact that in the year 2011-12 it carried 4,377 million passengers (53.23 percent) whereas the non-suburban sector handled 3,847 million passengers (46.77). The Table below further substantiate this point by showing the proportion of suburban traffic to that of the total traffic over the last five decades:

Table 2: Proportion to total traffic - No. of Passengers (Percentage)

	1960-61	1970-71	1980-81	1990-91	2000-01	2010-11	2011-12
Non-Suburban	57.34	49.86	44.64	41.45	40.80	46.92	46.77
Suburban (all classes)	42.66	50.14	55.36	58.55	59.20	53.08	53.23
Grand Total	100.00	100.00	100.00	100.00	100.00	100.00	100.00

1.6 The huge passenger traffic on the suburban network further establishes its socio-economic contribution to the urban centres. The suburban train services contribute in the economic development of the urban hub by making it accessible and by decongesting it and also mitigating the problem of urban migration.

1.7 Undoubtedly, the suburban train facilities also ease the burden on road traffic, though the Committee have been apprised by the Railway Ministry that there is no recent study undertaken to assess the modal share of suburban segment of rail passengers vis-à-vis those using road transport.

Frequency of Suburban Trains

1.8 During the course of the Study Tour of the Committee to Kolkata, Mumbai and Hyderabad, the Committee received complaints regarding slow frequency of suburban trains leading to difficulty in boarding and de-boarding the trains. In this regard, Central Railway has submitted that on slow corridor a frequency of 4 minutes in peak and non-peak is maintained and on fast corridor a frequency of 3.45 minutes in peak. During non-peak, the fast corridor is utilised for running of Mail/Express, freight and other trains. The South Central Railway stated that they maintain frequency of 8 minutes and 16 minutes during peak and non-peak hours, respectively.

Type of Suburban Trains - EMU and MEMU

Electric Multiple Units (EMU)

1.9 Suburban trains that handle commuter traffic are mostly Electric Multiple Units (EMUs) which have wider car body and have quick acceleration and deceleration. They usually run in 9/12/15 car configuration to handle traffic. One unit of EMU coach consists of one motor and two trailer coaches. Thus, a nine-coach EMU train consists of one motor and two trailer coaches. A standard EMU unit (3 coaches) is designed to accommodate 320 sitting passengers, but the number of actual number of passengers can easily be twice or thrice that number or even four times, with standees, during rush hour.

1.10 The first EMU service was introduced on Indian Railways in Mumbai in the year 1925. Presently, the number of EMU services in Mumbai alone has crossed 1600 per day on Central Railway and 1300 per day on Western Railway.

1.11 As informed by the Ministry of Railways, at present, EMU services are running in Central, Eastern, Northern, Southern, South Central, South Eastern and Western Railways. The number of rakes in service and EMU services run per day is tabulated below:

Table 3: No. of EMU rakes in service and EMU services run per day

Railways	Total rakes in service	Rake Length/No. of rakes					EMU services/ day
		6 car	9 car	10 car	12 car	15 car	
CR	126	0	36	0	89	1	1662
ER	144	0	64	19	61	0	1272
NR	19	2	0	4	10	3	107
SR	67	7	39	0	21	0	686
SCR	9	0	9	0	0	0	121
SER	32	0	27	0	5	0	178
WR	84	0	1	0	81	1	1305
Total IR	481	9	176	23	267	5	5331

1.12 The Table above clearly shows that although maximum 12 car rakes are in service, but still - almost 37 percent - 9 car rakes are in operation. However, during the Study Tour of the Committee to Kolkata, the members of ZRUCC/NGOs and passengers' associations have suggested that there is an urgent need to increase the number of coaches on suburban trains from 12 to 15. This would ease the problem of over-crowding as well as prevent entry of unauthorized male passengers into the ladies compartments. Again, during the visit of the Committee to the suburban section from Tambaram to Nungambakkam, Chennai (Southern Railway), the Committee witnessed considerable over-crowding in all coaches even at non-peak hours and the same suggestions regarding augmentation of coaches were received by the Committee.

1.13 In this regard, the Ministry of Railways have stated that considering the ever increasing traffic in the suburban sector, Railways are progressively increasing the length of trains from 9 car to 12 car and 15 car on the basis of feasibility of running and availability of coaches and infrastructure. All trains in Mumbai suburban on Western Railway have been augmented to 12 car and 15 car. On CR, NR and NCR, EMU services upto 15 car are running. Similarly, on other suburban systems, the

EMU trains are being augmented progressively and necessary infrastructure is also being planned to run longer trains.

1.14 It has been further stated by the Ministry that in the Mumbai suburban system, the existing conventional DC EMU rakes are being replaced with energy efficient EMU rakes with IGBT based three-phase propulsion system having regenerative braking features. 128 rakes have been inducted into passenger services by the end of 2011-12. These rakes are about 30-35 % more energy efficient than conventional EMUs.

1.15 Regarding the introduction of new trains on the suburban sector to further ease the load on the existing infrastructure and to meet the rising traffic, the Ministry has submitted that out of 156 suburban services announced in the Railway Budget 2011-12, 153 services have already been introduced. In the Railway Budget 2012-13, 187 suburban services were announced and were to be introduced during the same financial year. However, 80 suburban trains have been introduced so far.

Mainline Electrical Multiple Units (MEMUs)

1.16 Unlike EMU trains that are designed for running in a Metropolitan city and its suburb, MEMU trains are designed for semi-urban and rural areas. MEMU trains also have end vestibule (the passageways connecting two coaches) and foot steps which are not there in EMU. The width of a MEMU train is similar to that of passenger coaches. Each MEMU train has a standard configuration of 8 coaches (two units). Each Unit comprises of one driving Motor coach and three trailer coaches and the sitting capacity of each unit is 405. One 8 car MEMU train can accommodate 2430 passengers in dense crush loading with seating and standee passengers. The length of the MEMU train can extend to 12 coaches, 16 coaches and 20 coaches to meet with traffic requirement.

1.17 The first Mainline Electrical Multiple Unit service was started on the Asansol-Burdwan section of Eastern Railway on 11.07.1994. At present, MEMU services are running in Eastern, East Central, Northern, North Central, Southern, South Central,

South Eastern, West Central, South East Central, South Western and Western Railways. The number of rakes in services and MEMU services run per day is tabulated below:

Table 4: No. of MEMU rakes in service and MEMU services run per day

Railways	Total rakes in services	Rake Length/ No. of rakes				MEMU services/day
		8 car	12 car	16 car	20 car	
ER	16	4	12	0	0	82
ECR	11	0	0	11	0	40
NR	24	6	14	2	2	109
SR	13	13	0	0	0	48
SCR	10	2	8	0	0	47
SER	16	16	0	0	0	77
SECR	11	11	0	0	0	46
WR	14	0	14	0	0	71
SWR	1	1	0	0	0	8
Total IR	116	53	48	13	2	528

1.18 Thus, a total of 116 MEMUs are in service with a maximum number of 8 car rake MEMU. The Committee have received several suggestions regarding augmentation of existing MEMU services on Indian Railways from 8 to 12/16 coaches.

Financial overview of the Suburban segment of the Indian Railways

1.19 The Ministry have stated that the budget is allocated Grant-wise and sub-head-wise only. There is no budgetary segregation for suburban services separately. Expenditure incurred for running Suburban Services is not being separately maintained in the books of account since most of the expenditure incurred is joint cost shared all types of train services. Overall and zone-wise financial performance of the Suburban Train Services during the last 5 years is given in the Table below.

Table 5: Financial position of suburban services on Indian Railways

(Rupees in Crores)

	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12
MUMBAI AREA						
CENTRAL RAILWAY						
Expenses	686.17	726.01	947.33	1123.78	1215.68	1282.88
Earnings	583.17	619.14	631.64	653.19	690.45	711.80
Loss/Prof.	-103.00	-106.87	-315.69	-470.59	-525.23	-571.08
WESTERN RAILWAY						
Expenses	399.33	422.69	559.96	650.09	696.84	720.72
Earnings	453.09	548.99	547.05	553.35	596.56	632.18
Loss/Prof.	53.76	126.30	-12.91	-96.74	-100.28	-88.54
TOTAL						
Expenses	1085.50	1148.70	1507.29	1773.87	1912.52	2003.60
Earnings	1036.26	1168.13	1178.69	1206.54	1287.01	1343.98
Loss/Prof	-49.24	19.43	-328.60	-567.33	-625.51	-659.62
KOLKATA AREA						
EASTERN RAILWAY						
Expenses	893.43	984.94	1277.63	1517.05	1584.69	1728.68
Earnings	310.14	317.92	320.60	344.13	371.47	383.57
Loss/Prof	-583.29	-667.02	-957.03	-1172.92	-1213.22	-1345.11
SOUTH EASTERN RAILWAY						
Expenses	192.86	218.48	248.84	317.79	329.21	367.00
Earnings	37.43	43.24	47.68	48.13	47.11	49.85
Loss/Prof	-155.43	-175.24	-201.16	-269.66	-282.10	-317.15
TOTAL						

Expenses	1086.29	1203.42	1526.47	1834.84	1913.90	2095.68
Earnings	347.57	361.16	368.28	392.26	418.58	433.41
Loss/Prof	-738.72	-842.26	-1158.19	-1442.58	-1495.32	-1662.27
CHENNAI AREA						
SOUTHERN RAILWAY						
Expenses	230.61	253.63	338.38	379.17	403.87	450.20
Earnings	90.78	110.91	117.48	125.10	160.92	145.72
Loss/Prof	-139.83	-142.72	-220.90	-254.07	-242.95	-304.48
KOLKATA AREA						
METRO RAILWAY*						
Expenses	0.00	0.00	0.00	0.00	0.00	333.09
Earnings	0.00	0.00	0.00	0.00	0.00	107.14
Loss/Prof	0.00	0.00	0.00	0.00	0.00	-225.95
ALL INDIA						
Expenses	2402.40	2605.75	3372.14	3987.88	4230.29	4882.57
Earnings	1474.61	1640.20	1664.45	1723.90	1866.51	2030.25
Loss/Prof	-927.79	-965.55	-1707.69	-2263.98	-2363.78	-2852.32

1.20 The Committee have also been informed that the Operating Ratio of the Suburban Services is not calculated separately. However, the operating ratio as provided by the various Zones during the Study Tour of the Committee is given below in Table 6:

Sl. No.	Railway Zones	2008-09	2009-10	2010-11	2011-12	2012-13
1.	CR	145	167	171	176	194
2.	ER	173.45	186.25	178.52	182.10	178.86

* Metro Railway, Kolkata has been included in suburban Train services from 2011-12.

3.	SR	No separate Operating Ratio is calculated for Suburban Services				
4.	SCR	57.80	47.96	52.28	73.41	88.09
5.	SER	No separate Operating Ratio is calculated for Suburban Services				
6.	WR	168	166	166	186	191
7.	Kolkata Metro	253	248	226	311	328

OR= (Net Working Exp. + Appropriation to Funds) / Gross Earnings.

1.21 On being asked whether the Ministry has taken/proposed to take any measures to enhance revenue in the suburban segment, the Ministry submitted that the Indian Railways continuously strive to attract more passengers with a view to augmenting revenue through the following measures:

- Introduction of new services to cater to requirement of different segments of passengers.
- Enhancing the composition of suburban services to trains with 12 cars and 15 cars.
- Increase in frequency of existing services.
- Changing timings of trains to suit passengers' convenience.
- Running of special trains.
- Stepping up of ticket checking drives on a massive scale by inducting staff from all departments.
- Special focus on manning and collection of tickets at the gates to avoid leakage of revenue.
- Commercial publicity to enhance auxiliary revenues.

CHAPTER 2

PASSENGERS' AMENITIES IN SUBURBAN TRAIN SERVICES

Today, the Indian Railways, as a major utility provider, is under constant pressure to meet the rising expectations of the twenty-first century India. The responsibility of the Railways does not end with the transportation of passengers and goods but rather begins with that. The major responsibility of the Railways is to ensure that the journey of the commuters is smooth and comfortable and for this they provide some basic amenities to its commuters.

Amenities for Suburban Passengers at Platforms

2.2 The Indian Railways has about 483 suburban stations. While planning for provision/augmentation of stations, due consideration needs to be given to the importance of the station from the point of view of passenger traffic. Stations have been divided into seven categories, viz., "A1", "A2", "B", "C", "D", "E" and "F" categories, depending upon the earnings as an indicator of volume of passenger traffic.

2.3 Suburban stations come under "C" category. When a station is constructed, certain minimum amenities are to be provided at each category of stations. For a suburban station, these amenities are as under (at Table 7) :

S.No.	Amenities	Norms
1.	Booking facility (No. of counters)	4
2.	Drinking water (No. of taps)	6 taps on each platform
3.	Seating arrangement (No. of seats/platforms)	10
4.	Platform shelter (on each platform)	200 sqm.
5.	Urinals	4
6.	Latrines	2
7.	Foot over bridge	1
8.	Water cooler	2 on each platform
9.	Platform	High level
10.	Lighting arrangement	Annexure A (As per Annexure II of Board's
11.	Fans	

		letter No. 2004/Elec (G)/109/1 Dated 18.05.2007)
12.	Time Table display	As per instant instructions
13.	Clock	To be decided by zonal Railways
14.	Public Address System/Computer based announcement	As per instant instructions
15.	Parking-cum-circulatory area, with lights	
16.	Electronic Train Indicator board	
17.	Public Phone booth	

2.4 The Ministry of Railways has submitted that the above minimum essential amenities, as per norms, are mandatorily provided at all Suburban stations. However, the availability of amenities at stations as per above norms may not be commensurate with the actual passenger traffic. Hence, the requirement of actual amenities based on number of passengers as per the norms are worked out and augmentation of amenities is done based on this criteria which are known as **“Recommended Amenities”**.

2.5 **“Desirable Amenities”** are those amenities, which are considered desirable to improve customer satisfaction and interface process at the station. The quantum of desirable amenities provided would depend upon the category of station. These include items like catering and vending stalls, adequate parking and circulating area, train indication board, public address system, etc.

2.6 With a view to providing upgraded amenities at stations, the scheme of **“Adarsh station”** has been introduced from the year 2009. Under this scheme, 977 stations have so far been identified for development out of which 258 are suburban stations. For the suburban stations which constitute the majority of identified Adarsh Stations, the areas of focus are as under:

- Ethnic-ethos – local art/architecture to be reflected in a distinctive and colourful manner.

- Focus on quick entry and exit for passengers (minimum two entry and two exit points).
- Railway road, i.e., access from civil road to station premises to be smooth with no unauthorized fetters on this road.
- Provision of signage, i.e. location of ladies/handicapped coach.
- Electronic train indicator board/plasma TV train indicator system.
- Toilets: minimum 4 urinals of which 2 should be toilets at the platform. These will be renovated / made by Railways but operated on 'Pay and Use' basis. The location would preferably be the home platform/concourse on either side of the station only for ease of drainage and sanitation.
- Provision of full shelters on the platforms for better protection from elements.
- Provision of Booking Office on both sides, as required.
- Provision of wide FOBs, as required.
- Improving the stairs' quality.
- Provision of adequate drinking water arrangements at suitable points, ensuring no hindrance to free flow of passengers.
- Provision of adequate lighting even at circulating areas.
- Focus on maintenance of assets.
- Conservancy contracts for cleaning.
- Computer based public address system.
- Earmarked parking.
- Lifts/escalators (subject to feasibility).
- High level platform.
- Water cooler.
- Unreserved ticketing system.
- FOB/circulating area/concourse, etc., ramps at entry to stations for physically handicapped and Sr. Citizens.
- Separate parking for disabled persons.
- Non-slippery walkway from parking lot to station building.
- A toilet for differently abled.
- 'May I Help You' booth.

- Trolley path/end pathway for inter-platform movement of wheelchair for differently abled.
- Wheel chair.
- Mobile charging points, etc.

2.7 The Ministry, in their written submission to the Committee, has stated that every endeavour is made to maintain all passenger amenities at the stations in good working order at all times; maintenance staff carry out repairs needed. However, invariably, in all the submissions made to the Committee by the suburban trains' commuters of different zones, the absence of the above mentioned basic amenities has been pointed out.

2.8 The Ministry also submitted:

“defacing the railway property by spitting, urinating, defecating in the railway premises is a punishable offence. Indian Railways (Penalties activities affecting cleanliness at railway premises) Rules, 2012 under the Railways Act, 1989 has been duly framed *vide* Gazette Notification dated 26.11.2012 to penalize the persons affecting cleanliness & hygiene at Railway premises. Railways have given wide publicity by public address system, posters at prominent places in stations, nukkad nataks, pamphlets, etc. Whosoever contravenes any of the provisions of these Rules or fails to comply with such provisions shall be punished with a fine which shall not exceed five hundred rupees.”

Lack of Proper Illumination

2.9 In the petitions submitted to the Committee, it has been pointed out that there is lack of proper illumination at most of the suburban stations, platforms, circulating areas and around ladies' toilets. This often leads to anti-social activities like pick-pocketing, chain snatching, harassment of both male and female commuters during late hours at the hands of thieves, drug-addicts, alcoholics, etc. On being asked to furnish the detailed guidelines covering the quantity and quality

of these basic amenities that shall be mandatorily provided at all suburban stations, the reply by the Ministry is as follows:

“Policy guidelines for ensuring approved lux level for different category of stations, including suburban stations (C-category) and Foot Over Bridge (FOB) for improved lighting for different locations of stations have been issued vide Board’s letter no. 2004/Elect(G)/109/1 dated 18.05.2007 (copy enclosed at **Annexure A**). Lighting at suburban stations are provided as per this norm.”

Height, length and width of the platforms

2.10 The Committee have also received complaints regarding the uneven height of platforms which results in serious injuries to commuters and is a big handicap for differently abled people from availing the suburban services. The issue has also been highlighted in the meeting of the Committee with ZRUCC/NGOs and passengers’ associations during the Study Tour to Mumbai that new rakes had been introduced over the suburban railways which had a difference in height and consequently disembarking/embarking on platforms/trains was difficult.

2.11 On being asked about the measures that have been taken by the Railways to raise the platform levels to international standards in order to match the door level of the trains so that differently abled people, elderly citizens, pregnant ladies, small children and critically ill patients with or without wheelchair can enter the bogies with ease, the Ministry has informed that the feasibility of reducing the gap between Platform level and Coach level for suburban stations is under examination.

2.12 The Committee were informed by various ZRUCC and passengers’ associations that no measures have been initiated by the Railways to broaden the width of the platforms where augmented rakes EMU/MEMU cars have been introduced. About the prescribed width of the platform, the Ministry has submitted that as per Indian Railway Standards, the width of the platform is determined on the basis of clearance specified in the Schedule of Dimensions (SOD) and should be

adequate to permit free and unhampered movement of passengers. Standard width has not been prescribed for any railway platform.

Absence of Basic Amenities

2.13 It came to the notice of the Committee that at suburban stations where toilets are available, their upkeep is not up to the mark. 'Akshara Safety Auditors' have successfully carried out several safety audits in 2012-13 on local railway stations of Mumbai (Central, Western and Harbour lines). According to them, the condition of ladies toilets on all the stations audited were very bad with broken doors and windows of toilets and unclean and highly unhygienic conditions. In most of the stations audited, toilets were found at the outskirts of the local station. This is again very inaccessible and unsafe for women passengers. There have been complaints that at some stations the toilets are kept locked and reserved for railway staffs' personal use, for example the Thiruvottiyur Station.

2.14 To the query regarding absence of toilet facilities at several suburban stations, the Ministry has furnished the following reply:

"As per extant policy, toilets should be provided only in concourse / circulating areas in suburban stations. Provision of toilets is not preferred on platforms at suburban stations as the major requirement of suburban passengers is urinal.

Amenities provided at stations are maintained in satisfactory condition. The repairs / maintenance of facilities including toilets is undertaken as per requirement. The names of the stations, where broken doors & windows were observed have not been mentioned. However, Committee's observations have been noted and concerned Zonal Railways shall be suitably advised in this regard."

2.15 In their reply to the query related to non-availability of potable water at the suburban stations, the Ministry have stated that potable drinking water is provided at all stations, including suburban stations. However, temporary shortage, which

may occur due to drying up of source, etc., is made good by alternative means like tankers / Pias, etc.

2.16 During the course of examination of the subject, the Committee received complaints regarding the maintenance of the infrastructure of the suburban train system. In their submission, the Ministry have stated that amenities provided at stations are maintained in satisfactory condition. The repairs/maintenance of amenities, including platform surface and foot over bridge, are undertaken as per requirements.

Amenities provided in the Suburban trains

2.17 The details of amenities being provided to commuters in suburban trains {Electrical Multiple Unit (EMU) & Mainline Electrical Multiple Unit (MEMU)} are as under:

- 1) Introduction of new state-of-the-art AC/DC EMU rakes with improved ventilation system, GPS based Passenger Information system, improved seating arrangements and better interiors & exteriors aesthetics in Mumbai area.
- 2) Cushioned seats in 1st Class compartment.
- 3) For the safety of ladies commuters, vertical/horizontal bars or expanded metal provided in windows of ladies coach.
- 4) Fibre glass Reinforced Plastic (FRP) type windows.
- 5) Provision of toilets in Mainline Electrical Multiple Unit (MEMU) trains.
- 6) To improve the riding comfort of passengers, air suspension system provided in secondary stage.
- 7) To reduce the overcrowding problem, the train length of existing trains is being progressively increased.
- 8) Earmarking of seats exclusively for Ladies, physically handicapped & vendors.
- 9) Provision of fluorescent tube lights for better illumination level.

10) Introduction of stainless steel EMU rakes in Eastern Railway having superior aesthetics.

2.18 On being questioned about the toilet facilities in the suburban trains services, the Ministry of Railways has informed that as per the present policy guidelines, toilet facilities are provided in DEMU/MEMU trains having journey time of more than 2 hours. First MEMU rake with toilet facilities has been turned out by RCF in the month of April 2010. Presently, there is no policy for provision of toilet facilities in EMU trains.

Provision of AC rakes

2.19 The Ministry have stated that at present, no air-conditioned Electrical Multiple Unit (EMU)/Mainline Electrical Multiple Unit (MEMU) suburban train is running on Indian Railways. It is planned to introduce air-conditioned EMU services on Mumbai Suburban on trial basis.

2.20 During the tour of the Committee to Kolkata, the Committee enquired about the time-frame for replacement of existing Non-AC rakes with AC rakes. The General Manager, Kolkata Metro, have submitted before the Committee in writing that the existing fleet of 27 Metro rakes consists of 13 AC rakes and 14 (7 BHEL make and 7 NGEF make) non-AC rakes. 7 BHEL make non-AC rakes have been planned for replacement by new AC rakes on completion of their extended codal life of 28 years by 2015-16. Balance 7 NGEF make non-AC rakes have been planned for rehabilitation since they have considerable residual life and will be in service till 2022-23.

Absence of Separate Booking Counters

2.21 The Committee have received suggestions regarding introduction of separate booking counters for female and disabled passengers; however, the Ministry has stated that there is no policy for earmarking of separate ticket booking counters for ladies. Most of the available general booking counters are being utilized to their

optimum capacity and at some of the stations there are long queues; in such a situation, earmarking one/some of the counters for exclusive use of specific category of passengers would put a constraint on facilities available to general passengers which is not desirable. Moreover, with a view to enhancing the convenience of the passengers in purchasing tickets, Railways have been adopting modern technological means like computerized UTS (Unreserved Ticket System), ATVMs (Automatic Ticket Vending Machines), JTBS (Jansadharan Ticket Booking Sewaks) and STBS (Station Ticket Booking Sewaks). Further, provision of additional counter for exclusive use of ladies, senior citizens, etc. would have financial implications and require additional resources. A few counters for ladies has, however, been earmarked at some stations such as Howrah, Mumbai Central, Churchgate, Borivali, Andheri, Secunderabad, Hyderabad, etc.

Issues related to Suburban Train Time-Table

2.22 The Committee have received written complaints that the Western Railway does not publish Suburban Time Table regularly. To this, the Ministry has explained that the Western Railways prints public Time Table for suburban trains every year in the month of July and is being sold at Rs 8 per copy.

2.23 Similar other petitions have also been received stating that in Mumbai suburban Time Table book, railway officials' name, address, telephone nos. etc., are given. But in Chennai suburban, such details are not provided. The Committee have received complaints regarding the format and missing information in the Time Table booklet. Through the various submissions made to the Committee, it has been noticed that suburban train Time Tables are either not displayed or made available at the stations/platforms or at the booking counters.

2.24 In this regard, the Ministry has furnished the following explanation to the Committee:

“In suburban time table of Chennai Division the address, Phone Numbers and name of Public Grievances officers and Vigilance officers are provided. The

existing pattern of suburban time table booklet has been vogue for a long period of time. Chennai Division is responsible for publishing the Suburban time table. The suburban time table is to be published annually during 1st week of every July. But due to preference given to Working time table at Railway Printing Press, Royapuram, at times printing and supply of suburban time table gets delayed. Sufficient quantity of Suburban Time Table is made available based on demand. During 2013-14, 10,000 copies were published. Suburban Time Table are made available at ticket counters for Rs. 5. Request for printing of additional 10,000 copies has also been placed.”

4. Amenities for Persons with Disabilities at Suburban Platforms

2.25 In accordance with the “Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995, the Indian Railways, in 1998, through Research Designs Standards Organisation (RDSO) drafted guidelines to make the Indian Railways accessible to Persons with Disability (PWD), i.e., make them Barrier Free. The detailed guidelines prepared by the RDSO regarding amenities to be provided at Railway Station and other Public Buildings for Persons with Disabilities have been given in **Annexure B**.

2.26 The RDSO guidelines conclude with the following points:

i) The facilities for the persons with disabilities should be provided in all important future constructions.

ii) As far as provision of these amenities at existing railway stations and other public utility buildings of Railways is concerned, the scope of work is voluminous, therefore, this work has to be planned in the phased manner. The following phases are recommended:

Phase -I: Station buildings at Zonal Railway headquarters.

Phase - II: Railway stations of State capitals.

Phase - III: Important public utility buildings like Computerised Reservation Office, etc.

Phase - IV: Other important stations as identified by Zonal Railways.

2.27 When asked to furnish information regarding the technical solutions that have been provided by the Railways for making the suburban train services accessible for the differently abled, the Ministry of Railways have stated that Railways has planned to provide the facility like provision of standard ramp, provision of signages, earmarking two parking lots, provision of non-slippery walkway from parking to station building, provision of at least one disabled friendly toilet, 'May I Help You' booths, inter-platform transfer facility, etc., to differently abled persons in two phases: short term and long term. In Eastern Railway, the short term facility has already been provided in all A-1, A, B and eight numbers of 'C' category stations. In all suburban rakes, three seats are earmarked in each motor coach for differently abled persons.

CHAPTER 3

PASSENGER SECURITY

The safety and security of the passengers is another important area of concern of the Indian Railways. Since the suburban train network caters to the daily needs of primarily the working class as a local mode of transportation, the security issues and concerns of the suburban trains system are different from that of long distance trains. Besides, a large chunk of suburban commuters comprises of women passengers.

Overall Security Structure of Indian Railways

3.2 On the vital aspect of safety of passengers, the Ministry of Railways has informed the Committee that at present, a three-tier security system comprising of the Government Railway Police (GRP), District Police and the Railway Protection Force (RPF) is looking after the Railway's security as under-

- (i) **District Police:-** Security of tracks and bridges and tunnels and law and order problems beyond outer signals of railway stations.
- (ii) **Government Railway Police (GRP):-** Prevention and detection of crime, registration of cases, their investigation and maintenance of law and order in the railway premises as well as on running trains. For this purpose, a separate wing of State Police in the name of 'Government Railway Police' functions in the respective States. Controlled by the respective States, 50% of the cost of Government Railway police is borne by the Railways and the balance is paid by the State Government concerned as a legacy of British era policing system over the Railways.
- (iii) **Railway Protection Force:-** Protection and security of railway property, passenger area and passengers and matters connected

therewith. The Railway Protection Force functions under the Ministry of Railways.

RPF's role in ensuring passenger safety

3.3 The RPF was constituted as a statutory force by an Act of Parliament in the year 1957, i.e. the RPF Act, 1957 (later amended in the year 1985 declaring the RPF as an armed force of the Union) for better protection and security of railway property. By amendments in the RPF Act and the Railways Act in the year 2003, the role and responsibility of the RPF was widened by including security of passengers and passenger area within the ambit of its duties, though without commensurate legal powers.

3.4 Though the Ministry has further informed that as such, the cases of crime on Railways are reported to, registered and investigated by the Government Railway Police, yet RPF supplements efforts of the States for better protection and security of railway property, passengers and passengers' area and matters connected therewith. In the event of occurrence of any crime against passengers or their belongings, including cases of sexual harassment, either in a running train or at railway platform, the GRP Thana concerned is to be approached for lodging of FIRs. Assistance of on duty RPF staff may be taken for getting a case registered with the GRP concerned in case the train is being escorted by the RPF staff.

3.5 Further, criminals involved in passenger related offences, apprehended by the RPF, are handed over to the GRPs concerned for further legal action. Special drives are also conducted by the RPF against criminal gangs involved in drugging of passengers. The RPF, as informed by the Ministry, has been discharging the following responsibilities towards security of passengers and passenger area since 2003 -

- (i) **Escorting of trains-** Presently RPF is escorting 1275 important mail/express trains on an average, daily. Besides, 2200 trains are escorted by the GRP personnel.

- (ii) **Access Control**- RPF is providing access control at all the important stations of the country.
- (iii) **Prosecution of offenders under the Railways Act**- Prosecution of offenders involved in unauthorised activities in trains/station premises, viz., alarm chain pulling, unauthorised vending/hawking, unauthorised entry into ladies and reserved compartments, etc., is being done under the relevant provisions of the Railways Act.
- (iv) **Coordination with GRP/District Police** – Regular coordination meetings are held with the GRP/Civil Police authorities by the RPF at the Divisional, Zonal and Railway Board level to ensure smooth transportation of passengers and freight over Indian Railways.

3.6 To a query regarding the steps taken by the Ministry of Railways to strengthen Railway security, a list of the following measures was submitted to the Committee:

(i) Implementation of an Integrated Security System is underway to strengthen security surveillance mechanism over 202 sensitive stations of the Indian Railways. The system comprises of following four broad areas-

- Internet Protocol based CCTV surveillance system
- Access Control
- Personal and baggage screening system
- Bomb Detection and Disposal System

Contracts have already been awarded by 12 Zonal Railways for installation of the system over 23 stations and work is under progress.

(ii) Recruitment drive for filling up of 17087 posts of Constables (existing vacancies as well as newly created posts) is underway over Zonal Railways.

(iii) An All India Security Helpline is being set up to provide a unique Helpline Number to railway passengers for round the clock security assistance during their journey.

(iv) Networking of RPF Posts and Security Control Rooms of the RPF for faster dissemination of data/feedback/complaints is underway. Pilot project has been implemented over Western and Central Railway and zonal security control rooms.

(v) Amendments in the Railway Property (Unlawful Possession) Act, 1966 has been done with widening of the ambit of penal provisions and empowering authorised officer of the RPF to initiate enquiry on receipt of information about commission of an offence against railway property under the Act.

(vi) A proposal has been moved by the Ministry of Railways for amendment in the RPF Act to empower the RPF to deal with passenger related offences. Above proposal has been concurred and approved by the Ministries of Home Affairs and Law and Justice. As advised by the Cabinet Secretariat, comments of States have been solicited on the above proposal. Comments have been received from 22 States and UTs and comments are awaited from the remaining States.

Role of GRP in upholding Railway's security

3.7 According to the Ministry of Railways, the strength of GRP personnel over Indian Railways is about 38,000. This GRP strength is spread over different Zonal Railways in consonance with the territorial boundary of the respective States. As per the information received from Zonal Railways, the percentage of GRP deployment in suburban stations/sections varies from State to State. Whereas 43.75% of the GRP staff have been deployed in suburban sections in Delhi, the deployment of GRP staff stands at 20.10 % in Haryana. In Maharashtra, deployment of GRP staff in suburban system stands at 25.46% over Western Railway and 59% over Central Railway. At the same time, deployment of GRP personnel of Tamilnadu in suburban sections of Chennai over Southern Railway stands at 9% whereas it stands at 90% in Sealdah and 16 % in Howrah.

3.8 It has been further stated that policing on Railways is a State subject and the prevention of crime, registration of cases, their investigation and maintenance of law and order in Railway premises as well as on running trains are, therefore, the statutory responsibility of the State Governments, which they discharge through the Government Railway Police (GRP) of the States concerned. As such, the cases of crime on Railways are reported to, registered and investigated by the Govt. Railway Police. However, the Railway Protection Force (RPF) supplements the efforts of GRP by deploying their staff for escorting of important trains in affected areas and access control duties at important and sensitive stations. Regular coordination is being maintained with the State Governments concerned and intelligence inputs are shared with the Intelligence Bureau, Government Railway Police/ Local Police from time to time.

Women representation in RPF

3.9 According to the background material supplied to the Committee, presently the representation of women in RPF is about 1.7%. The Railway Board clarified to the Committee that earlier, non-gazetted posts (Constables and Sub-Inspectors) in the RPF were filled through male candidates only. With a view to strengthening security of women and to increasing the representation of women personnel in the Force, a policy decision has been taken to reserve 10 % of the notified vacancies for women candidates.

3.10 In the Railway Budget 2013-14, certain measures for improving safety and security of passengers were announced. Measures related to safety of women passengers are:

- Twelve companies of women RPF personnel set up to strengthen the security of rail passengers, especially the women passengers.
- Recruitment to RPF with 10 percent vacancies reserved for women.

3.11 In this regard, the Ministry of Railways has stated that sanction of posts for creation of 04 women companies, earmarked from newly created posts, has already

been conveyed to the Zonal Railways concerned. Further, the Committee have been apprised that, with the approval of the Ministry of Railways, a proposal for creation of eight more companies of women RPF personnel has been forwarded to the Ministry of Finance and the matter is under consideration of the Finance Ministry.

3.12 The Ministry further informed the Committee that as far as reservation of 10 % of the vacancies for women candidates is concerned, the policy has already been followed for filling up of 511 posts of Sub-Inspectors for which recruitment process is nearing completion. Similarly, 10% of the vacancies are also reserved for women candidates for filling up of 17087 posts of constables for which written tests have already been conducted.

Gender-wise break-up of Railway Protection Force is given below at Table 8.

Zone	Gender wise	
	Male	Female
RB	13	1
CR	3710	149
ECoR	1736	55
ECR	2732	47
ER	6484	153
NCR	2363	73
NER	2674	64
NFR	3009	89
NR	6352	196
NWR	1619	58
SCR	2455	60
SECR	1273	48
SER	3234	88
SR	3627	115
SWR	1157	45
WCR	1236	45
WR	3725	129
Total*	47399	1415

*Excluding RPSF

5. Security of women passengers in the suburban train network

3.13 On being asked about the overall and Zone-wise percentage of women passengers using the suburban train services, the Committee were apprised that the suburban tickets are unreserved tickets where the gender of the passenger is not captured. Therefore, an exact assessment of the percentage of women passengers using suburban train services is not available with the Indian Railways. However, according to a study of the passenger demand conducted by NCAER for the Indian Railways, approximately 12% of the suburban travellers are women passengers.

3.14 When asked to provide the data relating to the number and nature of cases registered with the Railway security services by female passengers of suburban trains in various Zones over the last five years, the following reply was forwarded by the Ministry:

“Cases of crimes against passengers in Railways including crimes against female passengers of Suburban Trains are being reported to, registered and investigated by the Government Railway Police (GRP) concerned of the State Governments. Number of cases of crimes against female passengers of Suburban Trains reported during the years 2008, 2009, 2010, 2011 and 2012 are as under:

Year	No. of cases against women passengers reported in Suburban trains			
	Rape	Molestation	Eve-teasing	Snatching
2008	0	1	2	35
2009	0	2	0	50
2010	0	9	3	155
2011	0	13	2	165
2012	0	14	2	98

Measures initiated for security of women passengers in suburban sections:

3.15 As far as the safety and security of women passengers is concerned, the Ministry of Railways has submitted to the Committee that various effective measures to prevent crime against women passengers in suburban trains are being taken in coordination with the Government Railway Police concerned in Zonal Railways based on the crime situation. These measures as stated by the Railways have been listed below:

(i) Structural aspects : Segregation of ladies accommodation from that of general

- Separate and earmarked ladies coaches / compartments in all suburban trains have been arranged. As per para 58 of the Railway Act, 1989, every railway administration shall, in every train carrying passengers, earmark for the exclusive use of females, one compartment or such number of berths or seats, as the railway administration may think fit.

Details of Ladies Coaches in EMU suburban trains of CR & WR are placed at **Annexure C**. Details of Ladies Coaches in other EMU suburban trains are placed at **Annexure D**.

- Ladies special trains have been introduced in suburban sections during peak hours to facilitate lady commuters.
- To ensure safe public space for lady passengers, separate waiting rooms for women manned by lady personnel have been provided at major Railway stations, including suburban sections, over Indian Railways.
- Adequate lighting arrangements have been made on the platforms and concourse area of important stations.

(ii) Conventional Methods:

- 32 Ladies Special Trains running in suburban sections (Mumbai-04, Delhi-06, Kolkata-16 and Chennai-06) are being escorted by lady RPF staff in both directions.

- The ladies compartments in local trains are being escorted by RPF and GRP during peak / non-peak hours. Zone-wise details are at **Annexure E**.
- Staff deployment is made during late night and early morning local trains to ensure proper security to the lady passengers.
- Ladies compartments of 64 local trains running in Mumbai suburban section over Western Railway are being escorted by RPF during night (2200 hrs. to 0600 hrs.)
- Besides, GRP/Maharashtra is providing escorts in ladies compartments of local trains in Mumbai suburban section during night.
- 300 Home Guards (Male 270 & Female 30) have been sanctioned by GM/ Western Railway. About 200 Home Guards are deputed on the platforms daily with RPF in suburban stations.

(iii) Drives against entry of male passengers in ladies compartments:

- Regular drives to prevent entry of male passengers in ladies compartments are being conducted. Combined teams of lady RPF personnel and Ticket Checking staff in the form of Mahila Vahini named as Tejaswini (Central Railway Mumbai), Bhairavi & Virangana (Northern Railway Delhi), Tejaswini & Rakshini (S.E. Railway Kolkata), Surakshini (Western Railway Mumbai), etc have been formed to conduct regular drives against entry of male persons in ladies compartments. 6400 such male persons have been prosecuted under section 162 the Railways Act during the current year (upto August, 2013).

(iv) Sensitization of RPF personnel and front-line Railway officials:

- Awareness campaigns are being organized to sensitize RPF and the front line Railway personnel like ticket checking staff and on board employees who have constant interface with the travelling public. The staff concerned are being regularly counselled to take special care of women passengers travelling alone and to provide necessary assistance whenever required during journey.

- RPF staff are being regularly briefed during 'Suraksha Sammelans' and during mounting of their duties to play a proactive role for ensuring safety and security of women passengers.
- A Seminar on 'Gender Sensitization' in association with National Commission for Women was organized at India International Centre, New Delhi, on 02.05.2013. The Seminar was chaired by Hon'ble Chairperson of NCW and attended by various members of NCW. 250 RPF officials of various ranks participated in the Seminar. Sensitization of law enforcing agencies to protect and safeguard the modesty of women travelling in Railway has been emphasized. Other Zonal Railways have also been directed to hold similar Seminars.

(v) Awareness programmes:

- Passenger awareness programmes are being launched by announcement through loudhailers / PA system as well as pasting of stickers providing the Security Help Line Numbers of RPF Security Control Rooms for reporting untoward incidents of crime and sexual harassment so that immediate action can be taken against miscreants.
- Mass media programmes are being launched by Zonal Railways to create awareness regarding crime against women passengers amongst general public through electronic and print media.

(vi) Training Module:

- Training modules of various courses conducted by all the RPF Training Centres in Zonal Railways include Gender Issues and offences against women.
- Besides, RPF Academy at Lucknow is also conducting similar courses and Seminars / Workshops for RPF officers of all Zonal Railways.

- Training module/ programme is being made / organized to create positive and proactive attitude amongst the Railway employees towards crime against women.

3.16 Although the Ministry of Railways have submitted to the Committee that elaborate security arrangements are in place to ensure the safety of female commuters, however, the various Zonal Railway Users Consultative Committee (ZRUCC), NGOs and passengers' associations have underlined their grave concern before the Committee over the distinct lack of security at the stations/platforms and in trains. They also felt that suburban rail sections were vulnerable and the current security apparatus is inadequate. Moreover, women's groups and commuters themselves expressed their sense of insecurity in suburban trains/platforms/stations during night time.

3.17 During the visit of the Committee to Chatrapati Shivaji Terminal (CST), Mumbai, the Committee learnt that the main problems encountered by the women travelers include unauthorized entry of male passengers in the reserved compartments, cases of molestation and harassment as well as of snatching of chains/handbags. The daily commuters also complained that during the non-peak hours the frequency in train services further declines and some of them prefer to use bus services.

All India Security HELPLINE number

3.18 The Ministry has informed that setting up of an "All India Security Help-Line" is under process to provide a unique Help-Line Number to railway passengers for round-the-clock security related assistance during the journey. This service shall be made available through a unique toll free phone number. Northern Railway is the nodal zone for implementation of the work and CRIS is the implementing agency.

3.19 Moreover, it has been stated that space has been allocated for setting up of a call center at 6th Bn, RPSF Campus, Daya Basti. Detailed estimates to the tune of Rs.

5.20 crore have already been approved. A four digit no. 1322 has been allocated by the Department of Telecom for the above helpline. The Helpline system will be managed through professional call center agents being supervised by a team of DIG and four Inspector level staff of RPF. Further, Board has decided that hiring of professional call center agents will be for an initial period of two years and a final view will be taken after a performance review at the end of the contract period. Funds to the tune of Rs. 25 Cr have been requested for roll out phase of RPF Security Management System (RSMS) as RSMS network will be utilized for transmission of passenger complaints (received through Helpline) to Zones concerned.

3.20 Regarding the suggestion of installation of CCTVs cameras in ladies coaches and on platforms, the Ministry replied that platforms of major suburban stations are either provided with CCTV cameras or the work for provision is in progress. However, currently, no policy to provide CCTV Cameras in ladies coaches of suburban trains exists and no such work has been undertaken.

3.21 Further, on another suggestion regarding placing of ladies compartment in the front next to the motorman cabin rather than at the rear end, the Ministry stated no ladies compartment/coach of a suburban train is provided at the rear end. To ensure safety of women passengers, one ladies compartment is provided in the front just next to the Motorman coach and one ladies coach next to guard cab in 9/12 car rakes. Further, in 12 car rakes an additional ladies coach is provided in the middle of formation to facilitate lady passengers to entrain and detrain easily. Further, RPF escorts have been provided to ensure safety of lady passengers during night.

Crowd Management at suburban stations/platforms

3.22 RPF staff have also been deployed by Zonal Railways for ensuring smooth entry/exit of commuters in suburban sections. For long distance trains running in the suburban area, queue system is formed for crowd management at originating and important railway stations in coordination with the GRP, particularly in GS coaches considered to be over-crowded.

3.23 Other measures like deployment of additional RPSF staff and Home Guards, etc. are also initiated by the Railways to manage extra rush of passengers at important stations during summer rush/pooja rush/vacation period.

Problems caused by women vendors

3.24 The Committee have received written complaints regarding problems faced by regular lady passengers of Howrah-Burdwan Main Line and other suburban trains due to women vendors who generally travel with their belongings (basket of vegetables, fruits, etc.) in ladies' compartment instead of separate compartment allotted for the vendors. They generally sit on the floor of the compartment and occupy most of the space adjacent to the doors of the compartment and thus the doors are blocked. This has created a lot of inconvenience among the ladies in peak hours as they find it difficult to enter into or get down from the train through the narrow space within a few seconds.

3.25 On being asked why the Railway Security allows vendors with their goods to enter either the general compartment or the ladies compartment, the Ministry replied that unauthorized vendors are not allowed to enter the general and ladies compartments. Regular raids and drives are conducted against unauthorized vendors by RPF and offenders are prosecuted under section 144 of the Railway Act. The Ministry further informed that vendor season tickets are issued in Second Class only, at rates prescribed from time to time by the Railway Board except in the case of the Mumbai suburban section of Central and Western Railways where a surcharge, fixed and revised by the Central and Western Railways from time to time, may be levied in addition to the fare charged. The rates of vendor season tickets are charged 1.5 times of MST fares. The maximum distance limit for which a vendor season ticket can be issued is 150 Kms. A free allowance of 60 kgs shall be admissible on the outward journey, subject to the condition that they do not carry anything with them except empty cans/baskets, etc. on their return journey. If the extra luggage in

excess of the free allowance of 60 kgs in the outward journey is carried and detected, the weight in excess of the free allowance will be charged at six times.

3.26 Regarding the provision of separate bogies meant only for vendors in suburban train services, the Ministry have made the following submission:

“In Western Railways, there are no separate bogies reserved for vendors in suburban trains; however, there are 4 luggage compartments for use of vendors in suburban trains. In Eastern Railways, one separate bogie each of the both end in all the 12 bogie Suburban services (708 services) and ½ (half) portion of bogie of the both end in the rest of the suburban services (567 services) are provided only for vendors by this Railway. In Southern Railways, a portion of coach is earmarked for vendors in middle of suburban trains. In Central Railways, luggage compartments are available on both ends and in the middle of all rakes. In South Eastern Railways, a portion of a coach on either end of each suburban train has been earmarked for vendors. In South Central Railways, there is no separate bogies meant for vendors, however, one portion in Trailer Car (TC-D) is earmarked for vendors.”

Complaint Mechanism

3.27 Regarding the complaint redressal mechanism of the Railways, the Ministry has informed that redressal of public grievances is an important thrust area with the Government of India and the Ministry of Railways. Indian Railways function not only as a commercial organisation but also as a public utility service. In view of the enormity of operations and interface with a large number of passengers every day, grievances do occur and efforts are undertaken for their redressal and to find ways to eliminate causes for such complaints. Indian Railways has a well knit Public Grievances Redressal Machinery which takes prompt action on grievances/complaints registered by the travelling public. At the Railway Board's level, Executive Director (Public Grievances) is the Public Grievances Redressal Officer. At Zonal Railway's level, the Additional General Managers function as the Directors of Public Grievances and coordinate. For the work of redressal of Public complaints at Divisional level, Additional Divisional Railway Managers have been

nominated as Public Grievances Redressal Officers. They hold periodic meetings with Divisional Officers and Station Managers in this regard. The Station Managers have been made personally responsible for the Public Grievances. Suggestions Boxes/Public Grievances Booths/May I Help You Booths have been kept at important stations. Complaint and Suggestion Books have also been provided at key public place areas like Stations/Refreshment Rooms/Reservation Offices, etc. and with the Train Superintendents of the trains and also with Guards of the trains.

PART II

RECOMMENDATIONS/OBSERVATIONS

1. The Suburban Railways, apart from being one of the major services rendered by the Indian Railways, also plays a facilitating role in addressing the challenges of the public transport system in many of India's important cities. Various Railway Zones, viz., Central, Eastern, Southern, South Eastern, South Western and Western and Kolkata Metro, are providing dedicated suburban services in the country covering about 4,377 million passengers, working out to 53.23 percent of the total passengers on the Indian Railway system. In view of this, it is imperative that the Railways provide the best of the services and amenities to this huge travelling public who use these services on a daily basis. A substantial segment of the Railways' clients comprises of women passengers. As such, besides providing adequate facilities to women passengers, ensuring their safety and security has been a matter of grave concern to the Committee. The Committee have made an in-depth examination of the subject and arrived at certain conclusions which have been discussed in the succeeding paragraphs.

2. The Committee observe that since the inception of the suburban services, the proportion of suburban traffic has more or less been on the higher side as compared to the non-suburban traffic. However, the Committee find that the quantum and quality of services and facilities

provided in the suburban sector are much below the expectations of the commuters. Most of the Electric Multiple Units (EMUs) which number 53313 per day run with dense crush loading. During interactions of the Committee with commuters in different Zones, there had been a persistent demand from them for replacing the existing 9 coach car with that of 12/15 coach cars. The Committee are not convinced with the argument of the Ministry of Railways that augmentation of the existing EMU services on Indian Railways from 9 to 12/15 coaches is a continuous process and this depends upon the traffic requirements and availability of infrastructure required for operation of 12/15 coach EMU trains. The Committee feel that periodic surveys should be conducted in respect of each of the suburban railways to assess the actual requirement of 9/12/15 coaches EMU trains at different points of time during the day and the trains should be run accordingly. The Indian Railways should also dwell to keep in sharper focus the future burden on the suburban railways keeping in view the continuous influx of population into the Metros.

3. The Committee are of the view that the criterion of minimum traffic for augmentation of coaches is largely met by many suburban stations, particularly during peak hours. Hence, the Committee strongly recommend that immediate surveys should be undertaken by all the Zonal Railways to determine the traffic at all the suburban stations and to upgrade the infrastructure to accommodate the augmented coaches. Presently, out of the total 481 EMU rakes in service, only 5 number of

rakes have 15 car capacity. The Committee is of the view that suburban train services have to expand with time because of spatial factors. Therefore, the Committee advice the Railway Board to target 15 coach EMUs rather than 12 coach EMUs so that the investment and development of infrastructure could be more far-sighted. This would go a long way in enhancing the carrying capacity on the suburban system, besides easing out on passenger rush, that can be a check on untoward incidents.

4. The Committee have received numerous requests from the passengers, particularly women passengers, for increasing the frequency of suburban trains, to avoid difficulty in boarding and deboarding. The Committee call upon the Railways to seriously consider increasing the frequency of suburban trains, particularly during peak hours. This will not only facilitate smoother boarding and deboarding by daily commuters but also help security personnel in managing the peak hour rush. In particular, the Ministry of Railways should consider increasing the frequency of exclusive ladies special suburban trains, at least during the peak hours. They should further consider changing timings of train services to suit passengers' convenience, after conducting periodic surveys and studies. The Railway stations should also be provided with escalator facilities to ease passenger congestion.

5. The Committee have been informed that in the Mumbai Suburban System, the existing DC EMU rakes are being replaced with 30-35% more energy efficient EMU rakes which also have regenerative braking features.

128 rakes are reported to have been inducted into passenger services by the end of 2011-12. The Committee desire that the replacement of the remaining EMU rakes should be done at the earliest and such advanced technology may be considered for other Railway Zones also in a time-bound manner.

6. Unlike EMU trains that are designed for running in a Metropolitan City and its suburbs, the Mainline Electrical Multiple Units Trains (MEMU) are designed for semi-urban and rural areas. The Committee note that out of the total MEMU rakes of 116 in different Zones, only 48 rakes are 12 car rakes, while 53 rakes are 8 car rakes. There are only thirteen 16 car rakes and just two 20 car rakes. The Committee feel that this is one of the crucial reasons for the extreme overcrowding in suburban trains, leading to severe discomfort for the travelling public, especially women. They, therefore, recommend that the augmentation of all MEMU rakes to 12/16/20 car rakes should be undertaken and completed in a time-bound manner.

7. The Committee are dismayed to note that out of the 187 suburban services which were announced in the Railway Budget of 2012-13, only 80 suburban trains have been introduced so far. They desire that the remaining services should be introduced without any further delay; the Committee may be apprised of the progress of this endeavour.

8. The Committee observe that the operational losses incurred by the suburban railways on all India basis has been going up with every passing year, and during 2012-13 stood at Rs.2852.32 crore which is a matter of grave concern. The Committee desire that the specific reasons for incurring such huge losses by the suburban railways should be examined urgently and appropriate steps taken to ensure that at least they reach break-even level without any additional financial burden on the commuters.

9. The Committee have been informed that the Operating Ratio of the Suburban Services is not calculated separately. However, during the Study Tour of the Committee to various Zones, they were informed that the Operating Ratio in respect of suburban services in Central Railway, Eastern Railway, South Central Railway, Western Railway and Kolkata Metro was to the extent of 194, 178.86, 88.09, 191 and 328, respectively. Such a high level of Operating Ratio in respect of suburban services is certainly not acceptable. The Committee want that all suburban railway systems should be asked to regularly work out the Operating Ratio; the Railways should also examine the reasons for such high levels of Operating Ratio and take appropriate steps to address the matter.

10. The Indian Railways has about 483 suburban stations. Depending upon the importance of the station from the point of view of passenger traffic, the stations in Indian Railways have been categorized into seven categories, viz., A1, A2, B, C, D, E and F. Suburban stations come under

category 'C' where certain minimum amenities have been specified. The Committee regret to note that although the Railways have specified a very impressive list of basic amenities that should be provided in the suburban stations, yet they have not been very successful in ensuring that all these amenities are made available to the travelling public. In this context, the Committee find that 258 suburban stations have been identified for development as 'Adarsh Stations' with specific areas of focus relating to passenger facilities and amenities. However, during the Study Tours, the Committee noted, and were also apprised by the commuters, that several of the listed facilities were not available to the passengers. In view of this, the Committee urge the Ministry to deliver all its promises as far as basic amenities are concerned without any further delay.

11. Looking into some of the amenities that are of prime importance, the Committee note that toilet facility is one of the foremost basic amenities and its absence from a public space like a railway station/platform will result in serious inconvenience to the commuters. During their Study Tours, the Committee found that toilets, especially ladies toilets, were badly maintained, located at the outskirts of the stations in poorly lit areas, and often remained locked. The Committee desire that the Zonal Railways take immediate and effective steps to improve the situation. The Committee earnestly suggest that the Railways should undertake safety audits of the suburban stations and take necessary action to tackle issues that crop up in the light of the audit observations. To promote

transparency and public watch, the Committee desire the Railway authorities to provide/display names and contact numbers of the maintenance staff and responsible senior officials at specified areas in the station/platform and at all the toilet entrances. Where facilities are in disrepair, the Railways should urgently and expeditiously do the needful.

12. Regarding onboard toilet facilities, the Committee have been apprised that toilet facilities have been provided in the new MEMU rakes and not in the existing coaches since it is not possible to retro-fit such coaches. The Committee note that the total number of EMU and MEMU rakes presently in service is 471 and 116, respectively. Thus, EMU rakes are four times in number than the MEMU rakes. The Committee desire that the Indian Railways should consider replacement of the existing EMU rakes with MEMU rakes with toilet facilities in a time-bound manner. The Committee will like to be apprised of the action taken in this regard.

13. The Committee are surprised to note that despite detailed policy guidelines issued regarding proper lighting at suburban stations, the non-implementation of the same is very conspicuous. In the opinion of the Committee, it is absolutely essential that proper lighting is provided in the station premises, platforms and circulating area, besides at toilet facilities, to thwart anti-social elements and instill a sense of confidence in travelers, especially women. The Ministry of Railways should conduct periodic checks to ensure proper and adequate lighting arrangements at suburban stations. Similarly, encroachments of Railway land by criminal

elements and trespassing into station premises by unauthorized persons should be strictly prohibited.

14. The Committee have noted that the uneven height of platforms and coach level is a major cause of several casualties at platforms, besides causing grievous injuries to many passengers. Smooth boarding and deboarding of trains are seriously impaired because of uneven height of rakes and platforms, particularly during peak hours. Women, children, patients and differently abled persons face considerable difficulty in view of this. The Committee understand that the feasibility of reducing the gap between platform level and coach level for suburban stations is still under examination of the Ministry of Railways. Taking into consideration the heavy footfall and peak hour rush at the suburban platforms, the Committee strongly recommend to the Railways to look into the issue of uneven platform-coach height and to take immediate steps to do the needful in the larger interests of the safety of the travelling public.

15. The volume of suburban passenger traffic has gone up steadily in the last decade whereas the facilities at railway stations have remained more or less stagnant. One crucial issue is the width of the platforms that should have been increased to accommodate the rapidly increasing passenger traffic. Where the platforms have been extended to accommodate twelve coach trains, in certain cases the width of the platforms has been narrowed to as low as 7 to 8 feet which is indeed hazardous. Even the Railway bridges are narrow which could lead to

stampede-like situations during peak hours. The Committee, therefore, desire the Railway Ministry to examine whether the presently prescribed width of platform is adequate to facilitate easy and unhampered movement of passengers at suburban stations. The Schedule of Dimensions prescribed in the Indian Railway Standards may be specifically looked into. The Committee should be apprised of the steps taken in this regard.

16. The provision of platform shelters falls under the list of mandatory amenities to be provided by the Ministry of Railways at the suburban train stations and platforms. The Committee recommend that the Railways should provide shelters for the foot over bridges also as passengers find it very difficult to use them during summer, rainy season and inclement weather.

17. The Committee, while noting the assertion of the Ministry of Railways that potable drinking water is provided at all the suburban stations, state that they have been informed by commuters about a number of suburban stations where this basic amenity is still lacking or where they are not maintained properly and hygienically. The Committee would urge the Ministry to ensure that there is regular and uninterrupted supply of potable water at every suburban station.

18. The Committee have been informed that while no air-conditioned EMU/MEMU is currently running on the Indian Railways, it is planned to

introduce AC EMU services on Mumbai Suburban on trial basis. The Committee desire that they may be apprised of the progress in this matter.

19. The Committee are deeply concerned at the lack of proper maintenance of the suburban railway property. During their visit to various places, the Committee found that the coaches of suburban trains and the walls of suburban stations and platforms were defaced with posters, banners, festive decorative materials, rampant spitting, etc. The Committee strongly recommend that such defacement of Railway property must be severely dealt. It is the responsibility of the Railways to protect and maintain the rakes of the trains. The Committee would like to stress that a foolproof mechanism should be put in place to ensure the protection of the suburban railway property, which should include proper display of warnings against any sort of vandalism of railway property, proper surveillance through both physical monitoring and through CCTVs, imposition of penalty/punishment, thereby promoting a culture of upholding railway property as a national asset. Further, the Committee stress that the rakes of all the suburban trains must be cleaned on a daily basis without fail as it is part of the basic amenities which Railways are duty-bound to ensure.

20. The Committee have found that unauthorised vendors, beggars and hawkers are a severe nuisance on suburban trains, stations, platforms, over bridges, pathways, etc. They not only obstruct the free movement of

the passengers but also indulge in pick-pocketing and other such crimes. The Committee strongly recommend that all unauthorised hawkers and beggars shall be strictly prohibited from boarding trains or operating at platforms/stations. Further, non-commuter licenced vendors/hawkers must carry their ID cards issued by the Railways and must wear their Railway Badges, carrying their names and licence numbers. The Railways must ensure that vendors, along with their luggage, travel in the luggage compartment or earmarked areas of coaches reserved exclusively for their use. The Committee note that different Zones have different areas marked for vendors in trains. The Railways may look into this, identify which is the best practice, and consider introducing such practice uniformly across the suburban railways in all Zones.

21. The Committee have received several written complaints regarding problems relating to the Suburban train Time-Table. The Committee suggest that Zonal Railways should regularly publish user-friendly suburban Time-Table in consultation with the commuters' forums/associations. These Time-Tables should be developed in a manner to serve as a handy guide book for the commuters which must, *inter alia*, include such details as railway officials' names and phone numbers, etc. Unauthorised publications of Time-Tables by private agencies should be investigated and appropriate action taken by the authorities concerned. Time Tables should be made available in local languages as well. Most

importantly, the Railways should seriously look into the issue of shortage of Time-Tables and ensure their easy availability at all Railway premises.

22. Proper signage and Electronic Train Indicator Board are part of basic provisions assured by the Railways. Much to the Committee's regret, the absence of proper signage and Electronic Train Indicator Boards are so conspicuous in most of the suburban stations/platforms. The lack of signage indicating the location of ladies/handicapped coaches or toilets leads to confusion, difficulties and even harassment of female commuters and differently abled passengers. The Committee, therefore, desire that immediate steps be taken by the Ministry to declare proper signage as an "absolutely essential amenity" for smooth and easy flow of passengers. The Railways are primarily a service-provider and, therefore, they must strive continuously to eliminate all problems faced by the commuters availing its services. In this context, the Committee consider Electronic Train Indicator Boards as an absolute necessity which should be prioritised by the Railways.

23. The Committee find the RDSO standards with regard to the amenities to be provided at Railway Stations for persons with disabilities (Annexure B) as part of the fundamental amenities. However, the Committee are highly disappointed and very critical of the apathetic attitude of the Railway authorities in giving practical effect to these recommendations. The Committee desire that the Railways should take expeditious steps to implement the recommendations of the RDSO

guidelines in letter and spirit for the benefit of the differently abled commuters in line with the provisions of the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995. The Committee also desire that they be informed regularly of the progress achieved in providing facilities like standard ramps, signages, designated parking lots, non-slippery walkway, disabled friendly toilets, inter-platform transfer facility, "May I Help You" booth, etc., for the benefit of the differently abled commuters.

24. A suggestion was put forth before the Committee that where there is a designated compartment for differently abled persons, that compartment should be relocated to the extreme ends, just behind the Motorman's cabin and in front of the Guard Cabin. It was submitted to the Committee that by doing so, boarding and alighting crowds from the immediate neighbouring coaches will be absent, reducing difficulties and discomfort to the differently abled commuters. It was further submitted that the Guard and the Motorman will be in a position to get the train moving only when the differently abled passengers have safely boarded/deboarded the coach. The Ministry may like to consider this suggestion and apprise the Committee of action taken.

25. Considering the high rate of accidents and fatalities on the suburban train network, the Committee believe that some kind of instant medical aid system should be built in into the suburban trains and stations. A paramedic and a helper with stretcher, ladder and medical box could be

suitably accommodated on suburban trains. It may also be advisable to prominently display the method of administering Cardio Pulmonary Resuscitation (CPR) in all coaches. The Ministry may examine the feasibility of such an arrangement expeditiously.

26. With millions of passengers using the suburban train services in the country, the safety and security of the travelling public in general is a matter of serious concern. The terrorist attack on the Mumbai Railway System has brought the issue into sharper focus. Threats like terrorist attacks pose a grave danger to the commuters and the Railway security mechanism should be equipped to adequately and effectively deal with such threats. Escorting of trains, access control, crowd management, medical emergency, etc., are issues that need urgent and proactive attention. Security procedures like frisking and baggage screening should be strictly complied with to avoid any security lapse that can lead to disastrous consequences. The Indian Railways would be advised to look into all these aspects and come out with an appropriate strategy, including by use of latest technology, to counter any challenge to the safety and security of passengers and also to Railway property.

27. The Committee understand that in view of the three-tier security arrangement on the Indian Railway system, the Railways have to maintain regular coordination with the State Governments, as the cases of crimes on Railways are reported to, registered and investigated by the Government Railway Police (GRP); the Railway Protection Force (RPF)

which functions under the Ministry of Railways, supplements the efforts of the GRP. However, the Committee is of the view that such an ambiguous segregation of powers and responsibilities among the three authorities can be problematic in addressing security challenges. The Committee suggest that the Ministry of Railways should consider further streamlining and fine tuning of the entire security arrangement so that the safety and security of passengers and railway property are not compromised in any way due to multiplicity of agencies. In addition, the filling up of vacancies of security personnel should be accorded the highest priority and recruitment/training completed expeditiously.

28. The Committee are glad to learn that the implementation of an Integrated Security System is underway to strengthen security surveillance mechanism over 202 sensitive stations of the Indian Railways. The Committee are keen to know the progress made in this direction and hope the Ministry of Railways will soon implement this system in the entire Indian Railways, including, of course, in the suburban sections.

29. Coming to the security of women passengers in the suburban train networks, the Committee note with utmost anxiety several issues that impinge on this critical area. The recommendations of the Committee in this regard may be applicable not merely to the suburban train services but to the entire Indian Railway network. While the Railways do not have the exact figures of the number of women commuters in the

suburban trains, a study by NCAER has shown that approximately 12 per cent of the suburban travellers are women which in real terms is in itself a significant number. That puts an added onus on the Indian Railways to ensure the safety and security of the women commuters. Several issues have come to the notice of the Committee which are examined in the succeeding paragraphs.

30. The Committee have observed that different Railway Zones have separate women HELPLINE numbers which only adds to the confusion among the commuters. Besides, these numbers are neither properly displayed nor adequately publicised by the Zones. An emergency number is an instant rescue for women commuters in distress. Therefore, the Committee strongly recommend that the Railway Board should expedite the process of providing a simple and uniform HELPLINE number for the entire Indian Railways which should be given wide publicity through both the print and the electronic media. This number should also be prominently displayed inside and outside the train coaches and at the stations/platforms and at girls' schools and colleges, offices and working women hostels. The number should be printed on the suburban train tickets and train Time Tables also in English and the respective regional language. This number should be toll free number and monitored round-the-clock by professional staff so that immediate assistance could be provided to women commuters in case of any emergency.

31. The Committee observe that the coaches earmarked for ladies in the EMUs do not have emergency alarms system. The Committee, therefore, desire the Railways to install an emergency alarm bell or warning bell in the ladies coaches. Further, this emergency alarm bell must be connected to the Loco Pilot cabin and the Guard's cabin displaying the coach number and, if feasible, also to the RPF booth of the nearby station.

32. The Committee believe that security vigilance cameras act as a strong deterrent against anti-social elements. Hence, the Committee recommend installation of security cameras inside the coaches, at the platforms and at stations. These CCTVs should be monitored round the clock by the Railway security personnel. At the same time, the Committee would caution that such surveillance should not compromise on the personal privacy of the commuters. The Railways may also explore the possibility of announcements and electronic displays inside coaches on station details like which station comes next, etc., as is done in the case of Delhi Metro. Besides, the Committee feel that ladies coaches must be properly guarded with one lady guard present in the coaches all the travelling time. The public address system at Railway stations should also be used to announce the Helpline Number, warn against unauthorised entry into women's coaches and punishment that can result therefrom, and in general to sensitize the travelling public on gender concerns. Further, the Committee call upon the Railways to ensure that there is no trespassing

either in the ladies coaches or ladies waiting rooms and that stringent action is taken against any violators.

33. The Committee are very unhappy with the present security arrangements onboard and at stations which they witnessed during their Study Tours. The Committee, thus, strongly recommend that the Ministry of Railways should ensure visible security presence at the stations/platforms and on trains, particularly during late hours, to prevent untoward incidents and to instill a sense of security in the women commuters.

34. The Committee note that women commuters often face difficulties due to women vendors who generally travel with their belongings (baskets of vegetables, fruits, etc.) in ladies' compartment even when there are separate compartments allocated for vendors. It has also been brought to the notice of the Committee that beggars, hawkers and anti-social elements manage to board the ladies coaches. The Committee take a serious note of such unauthorised entry into ladies coaches and recommend that no beggar or vendor or such other groups should be permitted to board the ladies compartments. The Committee feel that intensive and extensive ticket checking drives should be undertaken to prevent revenue leakage and also entry of unauthorised passengers into the coaches. The Committee also suggest that combined teams of RPF personnel and ticket checking staff in the form of Mahila Vahini should

regularly conduct surprise checks in all Railway Zones to deter any harassment of women commuters.

35. During their interaction with various women's groups, a suggestion was made to the Committee that the Railways should display advertisements against obscenity inside coaches and in the Station premises. The Committee would like the Railways to consider the suggestion and inform them of the action taken in this regard.

36. The Committee understand that one ladies compartment is provided in the front just next to the Motorman coach and one ladies coach next to Guard cabin in 9/12 car rakes. Further, in 12 car rakes, an additional ladies coach is provided in the middle of formation to facilitate lady passengers to entrain and detrain easily. The Committee desire that the placement of ladies compartment should be examined again in the light of several incidents of harassment of women commuters. They should feel safe and secure after they board the train, and they should feel assured that they will not face difficulty because of unusual placement of coaches, especially during early mornings or night time, more so with ill-lit platforms, circulation areas and station premises. The Committee want the Railways to also consider giving a distinct color code to the ladies' compartment/coach to make it easily identifiable by all women commuters, even illiterate or uneducated passengers. Also, there should be digital/neon display boards/signages on platforms which would guide and accurately indicate the positioning of ladies coaches. Moreover, the

Railways should consider putting more women's coaches during peak hours for their comfortable travel.

37. The Committee regret to note that the ordeal of the women suburban commuters begin with their struggle to purchase tickets. The Ministry of Railways have clarified that there is no policy for earmarking separate booking counters for ladies. However, the Committee understand that few ticket counters for ladies has been earmarked at some stations on the Eastern and South Eastern Railways. Considering the ever increasing rush at the platforms, the Committee believe that it is high time for the Ministry of Railways to issue instructions in the direction of providing separate booking counters for ladies, elderly and differently abled commuters at all the suburban stations, near the entrance to the stations premises.

38. The Committee are distressed to note that the present representation of women in the Railway Protection Force is very minimal at only 1.7%. The Committee feel that such under-representation of the women in RPF is one of the reasons for lack of security of women passengers. The Committee have been informed that a policy decision has been taken to reserve 10% of the notified vacancies for women candidates. The Committee strongly recommend that the Ministry of Railways must expedite the process of recruitment of women candidates in RPF. The Committee have been apprised that a proposal for creation of eight more companies of women RPF personnel has been forwarded to the

Ministry of Finance for consideration. The Committee urge the Ministry of Railways to follow up on the proposal and keep the Committee apprised of its progress.

39. The Committee would like to stress that the Indian Railways should lay greater emphasis on gender sensitization of Railway officials in general and RPF personnel in particular by organising seminars and Workshops with the involvement of various stakeholders. Gender Awareness Programmes should also be conducted periodically. The training modules of Railway personnel should also incorporate gender sensitization as an important component.

40. The Committee have been apprised that the Indian Railways has a well-organised Public Grievances Redressal Machinery which takes prompt action on grievances/complaints registered by the travelling public. At the Railway Board's level, Executive Director (Public Grievances) is the Public Grievances Redressal Officer. At the Zonal Railways' level, the Additional General Managers function as the Directors of Public Grievances and coordinate. At the Divisional level, the Additional Divisional Railway Managers have been nominated as Public Grievances Redressal Officers. They hold periodic meetings with Divisional Officers and Station Managers in this regard. The Station Managers have been made personally responsible for public grievances. However, the Committee have learnt from the experience of common commuters that proper information about such an elaborate hierarchy of Public Grievance

Redressal Officers is not available in the public domain. Besides, there is no mechanism of informing the complainant about the action taken with regard to his/her complaint. The Committee, hence, suggest to the Ministry to make its complaint redressal mechanism more commuter-friendly and more transparent by adopting state-of-the-art technology and by putting in place an effective follow-up mechanism. The Ministry should take immediate steps to remove the various lacunae in its existing grievance redressal system through discussions with the ZRUCCs, NGOs and Passengers' Associations. The Committee may be updated of the action taken in this direction on a regular basis.

NEW DELHI;
5 February, 2014

16 Magha, 1935 (Saka)

T.R. BAALU
Chairman,
Standing Committee on Railways

GOVERNMENT OF INDIA
MINISTRY OF RAILWAYS
(RAILWAY BOARD)

No.2004/Elect(G)/109/1

May 18, 2007

General Manager
All Indian Railways.

Director General/Staff College/Vadodara
Director General /RDSO/Lucknow

Sub : Standardisation of illumination level at Railway stations/adjoining area.

Ref : (i) Railway Board's letter no. 2004/Elect(G)/109/1 Pt dated 20.2.06
(ii) RDSO's letter No. EL/6.4.8/1 dated 24.3.07

Hon'ble MR. has been laying thrust on bringing in perceptible improvement in "Touch and Feel" items to improve passenger satisfaction.

It was in this backdrop that railways were advised to provide improved lighting at 5 model stations on each division. Model Lighting was also to be provided at 5 stations viz New Delhi, Allahabad, Jaipur, Bhopal & Mysore in consultation with lighting and illumination experts which was communicated vide letter under reference (i).

Based on the feedback received from Zonal railways and RDSO and keeping in view the objective of energy conservation and improved illumination following directives are issued.

1. Lux level to be achieved and Luminaries to be adopted at Model stations as per the standards prescribed in Annexure I.
2. Lux level to be achieved and Luminaries to be adopted at stations other than model station as per the standards prescribed in Annexure II.
3. Model stations identified and criteria for categorization of various class of stations as circulated by Railway Board are given in Annexure III/IV respectively.

It supersedes all previous instructions issued on above subject.

Sudheer Kumar
18.5.07

(Sudheer Kumar)
Executive Director
Electrical Energy Management
Railway Board

Copy to :

1. Advisor(L&A), Railway Board.
2. Executive Director(PM), Railway Board.
3. CEE(All Zonal railways) for information and necessary action
4. CEE,Konkan Railway for information and necessary action
5. ED(PS&EMU) RDSO for information and necessary action

Annexure I

(Letter No. 2004/Elect(G)/109/1 dt. 17.3.07)

Illumination level Approved for Model Stations:

S.N	Location	Approved Lux levels for different category of stations			
		A1/A	B/C	D/E	Luminaries
1.	Concourse	150	100	50	MH,T5/CFL
2.	Circulating area	50	30	20	High Mast/T5/MH
3.	Waiting Hall	150	100	100	T5/CFL/MH
4.	Retiring room	100	100	100	T5/CFL/MH
5.	Platform				
	a. Open	50	30	30	MH/T5/CFL
	b. Covered	150	100	100	MH/T5/CFL
6.	Enquiry cum reservation office				
	a. General	150	100	100	T5/CFL
	b. Counter	150	150	100	T5/CFL
7.	Covered Passage way				
	a. Corridors	50	50	50	MH/T5/CFL
	b. FOB	50	50	50	MH/T5/CFL
	c. Stairs	50	50	50	MH/T5/CFL
8.	Parcel/luggage office				
	a. General	100	100	50	T5/CFL
	b. Counter	150	150	150	T5/CFL
9.	Time table #	200	200	200	T5/CFL
10.	Outdoor car parking	50	30	20	T5/MH
11.	Restaurant area				
	a. Kitchen	200	150	150	T5/CFL
	b. Stores	150	100	100	T5/CFL
	c. Dining Hall	200	150	150	T5/CFL
12.	Other Service buildings at station.	200	200	200	T5/CFL
13.	Cloak Room				
	a. General	100	100	100	T5/CFL
	b. Counter #	150	150	150	T5/CFL
14.	Public Utility Services (Toilet/ Bathroom)	100	75	50	T5/CFL
	Target no of Stations	267	219	94	
	GRAND TOTAL of all category of model stations	586 (including F category station of 6 nos) List enclosed			

- Using task lighting

- * MH - Metal halide
- CFL - Compact Fluorescent Lamp
- T5 - FTL of 5/8 inch diameter

Annexure II

(Letter No. 2004/Elect(G)/109/1 dt. 17.5.07)

Illumination level Approved for other than Model Stations:

S.N	Location	Approved Lux levels for different category of stations			
		A1/A	B/C	D/E	Luminaries
1.	Concourse	100	50	50	MH,T5/CFL
2.	Circulating area	30	20	20	High Mast/T5/MH
3.	Waiting Hall	100	100	100	T5/CFL/MH
4.	Retiring room	100	100	100	T5/CFL/MH
5.	Platform				
	a. Open	30	30	30	MH/T5/CFL
	b. Covered	100	100	100	MH/T5/CFL
6.	Enquiry cum reservation office				
	a. General	100	100	100	T5/CFL
	b. Counter	150	100	100	T5/CFL
7.	Covered Passage way				
	a. Corridors	50	50	50	MH/T5/CFL
	b. TOB	50	50	50	MH/T5/CFL
	c. Stairs	50	50	50	MH/T5/CFL
8.	Parcel/luggage office				
	a. General	100	50	50	T5/CFL
	b. Counter	150	150	150	T5/CFL
9.	Time table #	200	200	200	T5/CFL
10.	Outdoor car parking	30	20	20	MH/T5
11.	Restaurant area				
	a. Kitchen	150	150	150	T5/CFL
	b. Stores	100	100	100	T5/CFL
	c. Dining Hall	150	150	150	T5/CFL
12.	Other Service buildings at station.	200	200	200	T5/CFL
13.	Cloak Room				
	a. General	100	100	100	T5/CFL
	b. Counter #	150	150	150	T5/CFL
14.	Public Utility Services (Toilet/ Bathroom)	75	50	50	T5/CFL

- Using task lighting

* MH - Metal halide
 CFL - Compact Fluorescent Lamp
 T5 - FTL of 5/8 inch diameter

Annexure III

(Letter No. 2004/Elect(G)/109/1 dt. 17.5.07)

'Railway-wise' List of 586 stations selected as 'Model stations' for provision of upgraded passenger amenities.

Railway	Name of station
Central (35)	Akola, Bhusaval, Chandrapur, Chatrapati Shahu Maharaj Terminus (Kolhapur), Dadar, Gulbarga, Jalgaon, Kalyan, Kurla (Lokmanya Tilak Terminus), Malkapur, Mumbai CST, Nagpur, Nasik Road, Pune, Solapur, Thane, Wardha, Lonavala, Khandwa, Manmad, Amrawati, Miraj, Ahmednagar, Matheran, Badnera, Burhanpur, Chalisgaon, Devlali, Shegaon, Betul, Ballarshah, Karad, Sangli, Satara and Daund.
Eastern (50)	Andal Jn., Asansol, Baidyanathdham, Bandel, Barasat, Bardhaman, Baruipur Jn., Basirhat, Bhagalpur, Bidhannagar Road, Bolpur, Bongaon, Budge Budge, Canning, Dankuni, Dhakuria, Dum Dum, Durgapur, Garia, Ghutiari Sharif, Howrah, Jamalpur Jn., Jasidih, Krishnagar Road, Kulti, Labpur, Madhupur, Madhyamgram, Malda Town, Murshidabad, Nabadwip Dham, New Farakka, Ranaghat Jn., Raniganj, Sainthia, Sealdah, Sonarpur, Sultanganj, Tarakeswar, Tollyganj, Ultadanga, Barrackpur, Naihati, Rishra, Srirampur, Rampurhat, Sheoraphulli, Chandannagar, Sahibganj and Barharwa.
East Central (54)	Akshayawat Rai Nagar, Ara, Buxar, Barauni Jn., Begusarai, Bettiah, Daltonganj, Danapur, Darbhanga, Dhanbad, Dehri-on-Sone, Gaya, Hajipur Jn., Janakpur Road, Khagaria, Koderma, Mokama, Motihari, Mughalsarai, Muzaffarpur, Nalanda, Nayagaon, Narkatiaganj Jn, Nawadah, Parasnath, Patna, Sagauli Jn, Sasaram, Samastipur, Sheikhpura, Sitamarhi, Sonapur Jn., Barkakana, Patna Sahib, Bakhtiyarpur, Biharsharif, Jamui, Jhajha, Kiul, Lakheesarai, Rajendra Nagar (T), Rajgir, Anugrah Narayan Road, Raxaul, Saharsa, Madhubani, Renukot, Singrauli, Chopan, Garhwa Road, Barh, Bhabua Road, Dalsinghsarai and Phulwarisarif.
East Coast (23)	Badakhanda, Bhadrak, Bhubaneswar, Brahmapur, Byree, Cuttack, Dhenkanal, Golantra, Jajpur-Keonjhar Road, Kapilas Road, Khurda Road, Puri, Rahama, Sambalpur, Surla Road, Titlagarh, Visakhapatnam, Vizianagaram, Srikakulam, Palasa, Rayagada, Balugaon and Sambalpur Road.
Northern (79)	Ambala Cantt, Amritsar, Anandpur Sahib, Ayodhya, Baghat Road, Baraut, Bareilly, Bhatinda, Beas, Chandigarh, Dehradun, Delhi, Delhi Cantt, Delhi Sarai Rohilla, Dhuri Jn., Faizabad, Faridabad, Firozpur, Garhmukteshwar, Ghaziabad, Haridwar, H. Nizamuddin, Jullundur City, Jammu Tawi, Kalka, Kathua, Lucknow, Ludhiana, Merrut City, Moradabad, Nangloi, New Delhi, Panipat Jn., Pathankot, Patiala, Prayag, Rae-Bareilly Jn., Saharanpur, Shimla, Varanasi, Rohtak, Delhi Shalhra, Ballabgarh, Karnal, Sonapat, Meerut Cantt., Jaunpur, Pratapgarh, Sultanpur, Bhadohi, Akbarpur, Chakki Bank, Jalandhar Cantt, Phagwara, Shahjahanpur, Jagadhari, Sirhand Jn., Muzaffarnagar, Kurukshetra, Sabzi Mandi, Palwal, Shakurbasti, Barabanki, Shahganj, Unnao, Janghai, Gurdaspur, Hoshiarpur, Roorkee, Najibabad, Rampur, Hardoi, Hapur, Chandausi, Rishikesh, Rajpura, Chandi Mandir, Abohar and Deoband.
North Central (21)	Agra Cantt, Agra Fort, Aligarh, Allahabad Jn., Etawah, Gwalior, Jhansi, Kanpur Central, Mathura Jn., Tundla, Mirzapur, Banda, Morena, Raja Ki Mandi, Fatehpur, Firozabad, Naini, Babina, Chitrakut Dham Karvi, Lalitpur and Orai.
North Eastern (33)	Budshah Nagar, Ballia, Basti, Chhapra Jn., Deoria Sadar, Gonda Jn., Gorakhpur, Izzatnagar Jn., Katligodam, Katra, Lucknow, Manduadih, Mau Jn., Pilibhit, Rawatpur, Siwan Jn., Lucknow City, Allahabad City, Azamgarh, Bahraich, Barhoni, Belthra Road, Bhatni Jn, Farrukhabad, Ghazipur City, Kasganj, Kashipur, Khalilabad, Lakhimpur, Lalkuan, Salempur, Sitapur and Varanasi City.

	Alipurthar Jn., Almbhari Road, Araria Court, Coochbehar, Dalkolha, Dharmnagar, Digpur, Dimapur, Ghum, Gosalgohat, Guwahati, Harishchandrapur, Jalpaiguri, Jorhat Town, Kamakhya, Katihar, Kishanganj, Kokrajhar, Lumding, Maal Bazar, New Alipurthar, New Bongaigaon, New Coochbehar, New Jalpaiguri, New Mal Jn., New Tinsukia, Purnea Jn., Raiganj, Rangia Jn., Silchar, Siliguri Town, Sirampur, Tezpur, Bongaigaon and Tinsukia.
North Western (23)	Abu Road, Ajmer, Bikaner, Hissar, Jaipur, Jodhpur, Rewari, Sri Ganga Nagar, Udaipur, Alwar, Talna, Rani, Marwar Jn, Beawar, Bhilwara, Pali Marwar, Jaisalmer, Nagaur, Makrana, Suratgarh, Bhiwani, Hanumangadh and Sisa.
Southern (48)	Alwaye, Arakkonam Jn, Calicut, Cannanore, Chengannur, Chengalpattu, Chennai Beach, Chennai Central, Chennai Egmore, Coimbatore, Ernakulam Jn., Erode Jn., Kanniyakumari, Katpadi, Kayankulam, Kottayam, Madurai, Mandalam, Mangalore, Palghat, Pondicherry, Qutub, Rangeswarum, Salem, Tiruchchirappalli, Tirunelveli, Tiruttani, Trichur, Trivandrum Central, Tuticorin, Varkala, Jolapetti, Dindigul, Shoranur, Tellicherry, Tiruppur, Thanjavur, Nagercoil, Tiruvalla, Ernakulam Town, Anbur, Kovilpatti, Virudhunagar, Badagara, Kanknadai, Tiru, Villuputtam Jn and Alleppey.
South Central (64)	Dharmavaram Jn., Guntakal, Guntur, Hyderabad, Kacheguda, Kakinada Town, Nanded, Nellore, Raichur, Rajahmundry, Secunderabad, Tirupati, Vijayawada, Warangal, Anakapalli, Anantapur, Aurangabad, Bhimavaram Town, Cuddapah, Eluru, Godavari, Jaina, Kazipet, Khammam, Ongole, Parbhani, Samalkot, Tenali, Adoni, Chirala, Kurnool Town, Machilipatnam, Manchiryal, Palakolu, Ramagundam, Tadepalligudem, Tandur, Tanuku, Tuni, Yadgir, Bhimavaram, Dhone, Dornakal, Gooty, Gudivada, Gudur, Madheda, Naddikudi, Nidadavolu, Pakala, Purna, Renigunta, Vikarabad, Annavaram, Basar, Bhadrachalam Road, Bidar, Mantulayam Road, Nagarsol, Nalgonda, Parlavajinath, Srikalahasti, Nandyal and Nizamabad.
South Eastern (22)	Adra, Bagnan, Balasore, Bishnupur, Bokaro Steel City, Chakradharpur, Contai Road, Garbeta, Hatia, Jhargram, Jharsuguda, Kharagpur, Kolaghat, Mecheda, Midnapore, Ranchi, Roukela, Santragachi Jn., Taluk, Tatanagar, Uhubaria and Purulia
S. E. Central (11)	Bilaspur, Bursg, Raipur, Raigarh, Gondia, Champu, Shahdol, Bhatapara, Tilda, Rajnandgaon and Chhindwara.
South Western (22)	Bangalore Cantt, Bijapur, Hospet, Hubli, Mysore, Shimoga Town, Toranagalli, Vasco-de-gama, Belgann, Bellary Jn, Yesvantpur Jn, Alnavar, Bangalore City, Bangarpet Jn, Davangere, Dharwad, Gadag, Hassan, Hasur, Krishnarajapuram, Londa Jn and Tumkur.
Western (45)	Almedabad, Anand Jn., Bannia, Bandra Terminus, Bharuch, Bhavnagar, Chittaurgarh, Dadar, Dharmnagar, Dwarka, Gandhidham, Gandhinagar, Indore, Mumbai Central, Navsari, Nimbahera, Okha, Rajkot, Ratlam, Surat, Ujjain, Vadodara, Valsad, Vapi, Ankleshwar, Nadiad, New Bhuj, Palampur, Mhow, Jamnagar, Billimora, Udhana, Nardurbar, Maninagar, Mahesana, Dahod, Dewas, Mandasaur, Nagda, Nimach, Ilapa, Surendranagar, Junagadh, Porbandar and Veraval.
West Central (20)	Bhopal, Damoh, Jabalpur, Guna, Hoshangabad, Jabalpur, Katni Jn., Kota, Pipariya, Satna, Sawai Madhopur, Madanmahal, Sagaur, Malhar, Rewa, Harsi, Bina, Bharatpur, Gangapur City and Vilsaha.
KRCL (1)	Madgaon.

Annexure IV
(Letter No.2004/Elect(G)/109/1 dt. 17.5.07)

Category of stations as defined vide Bd's letter No.2006/TGIV/10/PA/MS dt. 11.4.2007:

Category	Criteria
A1	Non-Suburban stations with an annual passenger earning of more than Rs. 50 crore.
A	Non-Suburban stations with an annual passenger earnings of Rs. 6 crore and upto Rs. 50 crore
B	I. * Non-Suburban stations with an annual passenger earnings between Rs. 3 crore to Rs. 6 crore II. Stations of tourist importance, or an important junction station (to be decided by GM)
C	All suburban stations *
D	Non-Suburban stations with passenger earnings between Rs. 1 crore and Rs. 3 crore
E	Non-Suburban stations with passenger earnings less than Rs. 1 crore
F	Halts

* For stations dealing with both suburban/non-suburban traffic, the Rly may take a view regarding upgradation of classification depending upon station earnings, quantum of non-suburban traffic etc.

AMENITIES TO BE PROVIDED AT RAILWAY STATION AND OTHER PUBLIC BUILDINGS FOR THE PERSONS WITH DISABILITIES

1.0 INTRODUCTION:

Government of India, have passed an act, namely, "The persons with disabilities (Equal Opportunities, Protection of Rights and full Participation) Act-1995 " to cater for the needs of the persons with disabilities. To implement the provision of the act, Railway Board had issued instructions to all the railways vide letter no.96/LM(B)/2/404 dated 13-12-96 but not much headway could be made in absence of standard design and drawings of amenities to be provided at railway stations. Railway Board therefore, advised RDSO to take up the task of necessary study and prepare guidelines for providing the requisite amenities for implementation for provisions of the act vide letter no.97/LM(B)/2/404 dated 24-4-98.

2.0 TERMS OF REFERENCE:

Terms of reference to RDSO are as under: (Railway Board letter no. 98/LM(B)/3/13 dated 13-7-98)

- i) To study :
 - Guidelines issued so far on this subject.
 - Provision of National Building Codes,
 - Bye-laws and other legislation.
- ii) To formulate detailed practical instructions for adoption by the Railways in future constructions of public buildings. Following areas, in planning and design of buildings, need to be enhanced.
 - Parking space for disabled persons
 - Separate walk ways with guiding blocks of non-slip material
 - Ramps with suitable slopes
 - Separate entry with adequate width for the wheel chair users.
 - Lifts with adequate width of door and operation panels accessible to the disabled.
 - Separate toilets with fittings accessible to disabled persons particularly to wheel chair users.

AMENITIES TO BE PROVIDED AT RAILWAY STATION AND OTHER PUBLIC BUILDINGS FOR THE PERSONS WITH DISABILITIES

- Audio video signages and indicators for diverse disability groups.
- Barrier free foot paths along the roads.

3.0 RELEVANT CLAUSES OF THE ACT :

Extracts from the relevant portion of the act are reproduced below:

Clause 44 (b)

“adapt toilets in rail compartments, vessels, aircrafts and waiting rooms in such a way as to permit the wheel chair users to use them conveniently.”

Clause 45(d)

“engraving on the edges of Railway platforms for the blind or for persons with low vision”.

Clause 46

“The appropriate Government and the local authorities shall, within the limits for their economic capacity and development, provide for :

- a) ramps in public buildings;
- b) adaptation of toilets for wheel chair users;
- c) braille symbols and auditory signals in elevators/lifts;
- d) ramps in hospitals, primary health centres and other medical care and rehabilitation institutions”.

4.0 DEFINITIONS:

Non-ambulatory Disabilities :

Impairments that regardless or cause of manifestation, for all practical purposes, confine individuals to wheel chairs.

Semi-ambulatory Disabilities :

AMENITIES TO BE PROVIDED AT RAILWAY STATION AND OTHER PUBLIC BUILDINGS FOR THE PERSONS WITH DISABILITIES

Impairments that cause individuals to walk with difficulty or insecurity. Individuals using braces or crutches, amputees, arthritics, spastics, and those with pulmonary and cardiac ills may be semi-ambulatory.

Hearing Disabilities:

Deafness or hearing handicaps that might make an individual insecure in public areas because he is unable to communicate or hear warning signals.

Sight Disabilities:

Total blindness or impairments affecting sight to the extent that the individual functioning in public areas is insecure or exposed to danger.

Wheel Chair:

Chair used by disabled people for mobility. The standard size of wheel chair shall be taken as 1050 x 750mm.

5.0 LITERATURE SURVEY:

The following literature, was collected from different sources and studied:

- i) A report of 'Core Group Committee' for formulation and final recommendation of new schemes for implementation of persons with disabilities' in the area of "Barrier Free Environment" issued by "National Institute for the Orthopaedically Handicapped (Under Ministry of Social Justice & Empowerment)".
- ii) "Model Building Bye-laws to provide facilities for Physically Handicapped persons" by Chief Architect, CPWD.
- iii) IS : 4963-1987.
- iv) Drawings prepared by "Access Council for the Rights of Disabled".
- v) A booklet issued by "Public Transport - Disability Services" Melbourne, Australia.

6.0 GENERAL PRINCIPLES AND CONSIDERATIONS: (IS:4963-1987)

AMENITIES TO BE PROVIDED AT RAILWAY STATION AND OTHER PUBLIC BUILDINGS FOR THE PERSONS WITH DISABILITIES

Clause 3.1 Wheel Chair:

The standard size of wheel chair shall be taken as 1050x750mm. For details regarding wheel chair, IS 7454-1974 and IS 8086-1976 may be referred to.

Clause 3.2 Functioning of a wheel chair:

Clause 3.2.2 The fixed turning radius of a standard wheel chair, wheel to wheel, is 450mm. The fixed turning radius, front structure, to rear structure is 785mm.

Clause 3.2.3 The average turning spaces required is 1800 x 1800mm.

Clause 3.3 Adult Individual Functioning in a Wheel Chair:

Clause 3.3.1 The average unilateral vertical reach is 1500mm from the floor and ranges from 1350 to 1600mm.

Clause 3.3.2 The average horizontal working (table) reach is 775mm and ranges from 715 to 830mm.

Clause 3.3.3 The bilateral horizontal reach, both arm extended to reach side shoulder high, ranges from 1350 to 1770 and averages 1560mm.

Clause 3.3.4 An individual reaching diagonally, as would be required in using a wall mounted dial telephone or towel dispenser, would make the average reach (on the wall) 1200mm from the floor.

Clause 3.5 People with Hearing Disabilities:

Clause 3.5.1 People with hearing disabilities, have particular difficulty in comprehending sounds and works in noisy environments. Loud speaking (announcing) systems should be clearly audible. Supplementary visual information should be provided for at railway stations.

Clause 3.6 People with Sight Disabilities:

Clause 3.6.1 For people with sight disabilities, orientation can be aided by marking with the use of colour, illumination and,

AMENITIES TO BE PROVIDED AT RAILWAY STATION AND OTHER PUBLIC BUILDINGS FOR THE PERSONS WITH DISABILITIES

in certain cases, the texture of material. Design and plan arrangements should be simple and uncomplicated.. Contrasting colours should be used to aid the identification of doors, stairs, ramps, passage ways, skirting boards, etc. Surfaces can be varied to indicate passage ways, changes of direction, etc. Orientation hints should be specially illuminated. Hand rails can be used as a locational aid.

Clause 3.6.2 To minimise the risk of falls and injuries, hazards such as posts, single steps and projections from walls should be avoided where ever possible. Hazards should be emphasized by means of illumination and by contrasting colours and materials.

Clause 3.6.3 People with sight disabilities are often sensitive to glare. Unwanted mirroring effects and reflections may be avoided by attention to the location of windows and illumination, and the choice of floor and wall surfaces. People with sight disabilities often have difficulty in reading signs and other printed informations. Blind people are restricted to tactile reading, Visual informations in railway stations should be supplemented with audible information.

7.0 AMENITIES TO BE PROVIDED IN RAILWAY STATION PREMISES AND OTHER PUBLIC UTILITY BUILDINGS OF RAILWAYS:

The following facilities are required to be provided for the persons with disabilities at railway stations and other public utility buildings:

7.1 Parking: (Sketch-1)

For parking of vehicles of handicapped people/people using wheel chair, following provision shall be made:

- i) Surface parking for two car spaces shall be provided near entrance for the handicapped persons with the maximum travel distance of 30m from building entrance.
- ii) The width of parking bay shall be minimum 3600mm.

AMENITIES TO BE PROVIDED AT RAILWAY STATION AND OTHER PUBLIC BUILDINGS FOR THE PERSONS WITH DISABILITIES

- iii) The information indicating that the space is reserved for wheel chair users shall be conspicuously displayed.
- iv) Guiding floor materials shall be provided.

7.2 Approach to Buildings: (Sketch-2)

Every station/public utility buildings shall have at least one entrance accessible to the handicapped persons and shall be indicated by signage. It should be Barrier free from parking place to the platform/reservation hall or entrance of the building.

i) Ramped Approach: (Sketch-3)

Ramped approach shall be provided to negotiate the plinth height of the station building. Ramp shall be finished with non-slip material. Minimum width of ramp will be 1800mm with minimum gradient at 1:20 and maximum gradient of 1:12 for a short distance upto 900mm. Maximum length of flight will be 9000 mm.

ii) Stepped Approach/Stair Case : (Sketch-3A)

For the handicapped who are not using wheel chair stepped approach with tread size of seat less than 300mm and maximum riser of 150mm shall be provided.

7.3 Ramp for Foot-over Bridges: (Sketch -3)

Ramps for FOBs or sub-ways should be provided to facilitate boarding of trains at other than the main platforms by the persons with disabilities.

7.4 Ticket Window: (Sketch-4)

Every station should have atleast one ticket window for handicapped persons. The height of the counter from the floor level to the top should be not more than 800mm. Audio-visual signal should be provided at appropriate locations.

7.5 Toilet: (Sketch 5 & 5A)

AMENITIES TO BE PROVIDED AT RAILWAY STATION AND OTHER PUBLIC BUILDINGS FOR THE PERSONS WITH DISABILITIES

Every station should have atleast one toilet with drinking water facilities for handicapped persons. The special features shall be as follows:

- i) Vertical rail should be 835mm to 1295mm above the floor level.
- ii) Pull rail of the door should be 1070mm above from the floor level as shown in the sketch.
- iii) Height of WC shall be 500mm above the floor level the rim of wash basin shall be 780mm above the floor level.

7.6 Lift: (Sketch-6)

The location of lift shall be nearest to the exist/entrance place. Guiding floor should be provided up to the entry of lift i.e. the door of the lift. Size of lift shall be 2000 x 1100 mm. Minimum door width shall be 900mm.

7.7 Telephone Facilities: (Sketch-7)

At least one public telephone should be accessible for usage by physically disabled persons:

- i) Maximum height of the telephone should be 1300 mm.
- ii) Seat height should be 450mm from the floor level as shown in the sketch.

7.8 Canteen: (Sketch-8)

At least one counter should be made accessible to physically disabled persons. The height of service counter and eating table should be 800mm from floor level as shown in the sketch.

7.9 Signage/Indicator: (Sketch-9)

Appropriate identification of specific facilities with in Railway Station premises/other public utility buildings for the handicapped persons should be done with proper signage. Audiovisual signals for visually impaired and those with hearing disabilities should be provided.

The symbols/informations should be in contrasting colour and properly illuminated because people with limited vision may able to differentiate amongst primary colours. International symbol mark for

AMENITIES TO BE PROVIDED AT RAILWAY STATION AND OTHER PUBLIC BUILDINGS FOR THE PERSONS WITH DISABILITIES

wheel chair as shown in the sketch, to be installed at lift, toilet, parking areas etc. that have been provided for the handicapped persons.

Signs should be designed and located, so that, they are easily legible by using suitable letter size (not less than 20mm high). For visually impaired persons information board in braille should be installed on the wall at an suitable height and it should be possible to approach them closely. To ensure safe walking there should not be any protruding sign which creates obstruction in walking. Public Address System may also be provided in busy public areas.

7.10 Guiding /warning floor material: (Sketch-10)

The floor material to guide or to warn the visually impaired persons with a change of colour or material with conspicuously different texture which is easily distinguishable from the rest of the surrounding floor material, is called as guiding/warning materials. The guiding/warning floor material is meant to give the directional effect or warning to the physically disabled person at critical places. This floor material should provided in the following areas:

- i) The access path from parking area to the building.
- ii) Immediately at the beginning/end of walk way where there is a vehicular traffic.
- iii) At the location with abruptly changing in level or ramp.
- iv) Immediately in front of an entrance/exist and the landing.
- v) For rest of the floor area, non slip material should be used.
- vi) Kerb should be 25mm high and floor joint shall be flushed at all the places.

7.11 Use of Braille:

For visually handicapped persons, Braille symbol shall be used at the height of 800mm on right side of door entrance.

7.12 The sketches are not to scale and all dimensions are in millimeters.

8.0 RECOMMENDATIONS:

AMENITIES TO BE PROVIDED AT RAILWAY STATION AND OTHER PUBLIC BUILDINGS FOR THE PERSONS WITH DISABILITIES

- i) The facilities for the persons with disabilities should be provided in all important future constructions.
- ii) As far as provision of these amenities at existing railway stations and other public utility buildings of Railways is concerned, the scope of work is voluminous, therefore, this work has to be planned in the phased manner. The following phases are recommended:

Phase - I : Station buildings at Zonal Railway headquarters.

Phase - II : Railway stations of state capitals.

Phase - III: Important public utility buildings like Computerised Reservation Office etc.

Phase - IV : Other important stations as identified by Zonal Railways.

Annexure - C**Details of Ladies Coach In EMU suburban trains of CR & WR:**

Details of Class reserved for Ladies	CR			WR		
	<i>Number of Coach/seating capacity in EMU trains</i>					
	9 car	12 car	15 car	9 car	12 car	15 car
First Class Ladies (24 Hrs)	13 (One partial coach)	13 (One partial coach)	99 (One partial & one full coach)	-	26 (One partial coach)	26 (One partial coach)
First Class Ladies (7 .00 to 21.00 Hrs)	13 (One partial coach)	26 (Two partial coaches)	26 (Two partial coaches)	-	26* (One partial Coach)	26* (One partial Coach)
Second Class Ladies (24 Hrs)	147 (Two partial coaches)	222 (Three partial coaches)	308 (Four partial coaches)	-	159 (Two partial coach)	233 (Three partial coach)
Second Class Ladies (7.00 to 11.00 Hrs & 17.00 to 20.00 Hrs)	25 (One partial coach)	-	-	-	62** (One partial coach)	62** (One partial coach)
Ladies Vendors (04.00 to 10.00 Hrs)	8	8	16	-	06#	06#

	(One partial coach)	(One partial coach)	(Two partial coach)		(One partial coach)	(One partial coach)
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* First Class ladies from 5.30 to 23.00 Hrs. ** II nd Class Ladies from 7.00 to 23.00 Hrs.

Ladies vendor from 3.00 to 13.00 Hrs.

Annexure -D

Details of Ladies Coach In EMU suburban trains:

Rlys.	Divn.	No. of coaches/Seating capacity				
		<i>6 car</i>	<i>9 car</i>	<i>10 car</i>	<i>12 car</i>	<i>15 car</i>
Eastern Railway	HWH	-	One (110)	One (110)	Two (220)	-
	SDAH	-	Two@ (136)	Two@ (136)	Two (220)	-
Northern Railway		-	-	Two (220)	Two (220)	Two (220)
Southern Railway		Two* (146)	Two** (174)	-	Four\$ (317)	-
South Central Railway			Three^ (144)			
South Eastern Railway		-	Two# (220)	-	Two (220)	-

@ Two partial compartments of Vendor coach.

* Two partial coaches working in Chennai Beach - Velachery section

** Two partial coaches working in Chennai - Sullurupeta and Chennai - Arakkonam sections.

\$ Three partial coaches & one complete middle motor coach working in Chennai Beach - Chinglepet section

^ Three partial coaches

One coach is limited from 8.00 Hrs to 13.00 Hrs & 17.00 to 20.00 Hrs

ANNEXURE E

List of Measures adopted by various railway zones to ensure safety of women commuters during late night and early morning hours

Western Railway:-

- 128 armed Police men (GRP) are deployed in 64 groups of trains on ladies compartments during late night and early morning for security of women passengers in sub-urban sections.
- Altogether, 60 numbers of local trains are being escorted by RPF from 22.00 hrs. to 06.00 hrs. from Churchgate to Virar & back for security of ladies commuters travelling late night and early morning.
- 03 special teams of RPF (One team for Churhgate to Andheri, one team for Andheri to Borivali & one team for Andheri to Virar) are deployed in local trains in sub-urban sections running during late night from 21.00 hrs. to 06.00 hrs.
- Emergency Help Line Number 1311 is functioning round the clock and has been displayed in ladies coaches and wide publicity through Print Media and through Mega Phone by PA System is being given.
- To ensure escorting of local trains, regular interaction with the lady passengers is being maintained and the ladies coaches are being checked by supervisory officers at different sub-urban stations between 22.00 hrs to 06.00 hrs.
- CCTV surveillance is being monitored round the clock.

Central Railway:-

- GRP/ Mumbai are deploying 234 Police personnel in 117 groups to escort ladies compartments of local trains during night hours i.e. from 20.30 hrs. to 06.30 hrs. besides, deployment of sufficient manpower at stations too.

- During late night hours, RPF officers and staff remain more vigilant while performing duty and are being checked by supervisory officers.
- Quick response is being ensured to the needy caller on Help-Line No.1275 dedicated to women commuters round the clock.
- CCTV surveillance is being monitored round the clock.

Northern Railway:-

- There is no EMU train service in Delhi Suburban sections during late night and early morning hours.
- However, all the 6 ladies special trains run during peak hours in suburban sections are being escorted by RPF daily.

Eastern Railway:-

- 211 local trains running during late night and early morning in sub-urban sections over Sealdah & Howrah Division being escorted by GRP by deploying 323 police personnel to ensure security of women passengers in sub-urban trains.
- 68 local trains running during late night and early morning are being escorted by RPF over Sealdah and Howrah divisions by deploying 136 RPF personnel.
- Besides 14 nos. ladies special trains are being escorted by lady RPF staff.
- High profile presence of RPF is maintained at platforms of important stations to instill a sense of security amongst the lady passengers besides keeping surveillance through CCTV cameras.
- RPF personnel have been advised to keep extra vigil over the ladies compartments at sub-urban stations especially during late night and early morning.

South Eastern Railway:-

- 02 numbers of sub-urban trains are being escorted by RPF during late night by team of 1 male Hd. Constable and 3/4 lady Constables.
- Quick Response Team (QRT) under supervision of lady Sub-Inspectors are functioning round the clock in sub-urban sections to ensure security to women passengers.

Southern Railway:-

- 41 local trains are being escorted by 18 women police personnel during late night and early morning hours in sub-urban section of Chennai.
- One lady RPF personnel travels in ladies coaches of 16 EMU trains in the morning and evening peak hours i.e. 08.00 to 12.00 hrs. & 16.00 hrs. to 20.00 hrs. daily.
- Women help-line numbers viz 044-25353999, 044-25331963 and 09003161710 have been displayed in trains and Railway Stations to facilitate lady passengers to call for help round the clock.
- Railway Police/ Chennai Central & Chennai Egmore formed special teams to control crimes against women passengers in sub-urban trains.

South Central Railway:-

36 pairs of sub-urban trains including late night and early morning plying in suburban area are being escorted by 3 RPF women Head Constables/Constables and 183 RPF/Home Guard personnel (Ref: LOP, Point 11).

**MINUTES OF THE SECOND SITTING OF THE STANDING COMMITTEE
ON RAILWAYS (2013-14)**

The Committee sat on Tuesday, the 9th October, 2013 from 1100 hrs. to 1220 hrs. in Committee Room No.62, Parliament House, New Delhi.

PRESENT

SHRI T.R. BAALU - CHAIRMAN

MEMBERS

LOK SABHA

2. Dr. Ram Chandra Dome
3. Shri Anand Prakash Paranjpe
4. Smt. Yashodhara Raje Scindia
5. Shri Lalji Tandon
6. Shri Ashok Tanwar

RAJYA SABHA

7. Shri Om Prakash Mathur
8. Dr. Barun Mukherjee
9. Shri Ambeth Rajan
10. Shri Tarini Kanta Roy
11. Shri Bashistha Narain Singh
12. Shri Ishwar Singh

SECRETARIAT

- | | | | |
|----|-----------------------|---|---------------------|
| 1. | Shri K. Vijaykrishnan | - | Joint Secretary |
| 2. | Shri Abhijit Kumar | - | Director |
| 3. | Shri Arun K. Kaushik | - | Additional Director |

REPRESENTATIVES OF THE MINISTRY OF RAILWAYS (RAILWAY BOARD)

- | | | |
|----|----------------------|---|
| 1. | Shri Arunendra Kumar | Chairman, Railway Board & Ex.-officio Secretary to the Government of India |
| 2. | Shri D.P. Pande | Member Traffic, Railway Board & Ex.-officio Secretary to the Government of India. |
| 3. | Shri P.K. Mehta | Director General (RPF) |
| 4. | Shri Amitabh Lal | Additional Member (Commercial) |
| 5. | Shri S.K. Seth | Additional Member (Staff) |

2. At the outset, the Chairman welcomed the representatives of the Ministry of Railways (Railway Board) to the sitting of the Committee. The Committee took strong exception to the absence of Member Electrical in the meeting and stressed that all the members of the Board should be present in all future sittings of the Committee.

3. **Xxx xxx xxx xxx**

4. The Committee, then, sought clarifications on the issues relating to 'Suburban Train Services of Indian Railways with particular emphasis on Security of Women Passengers'. The representatives of the Ministry replied to the queries to the Members. However, the Committee expressed their dissatisfaction and decided to discuss the subject in length at their next sitting.

5. **Xxx xxx xxx xxx**

6. **Xxx xxx xxx xxx**

7. A copy of the Verbatim Report of the sitting has been kept.

The Committee then adjourned.

MINUTES OF THE THIRD SITTING OF THE STANDING COMMITTEE ON RAILWAYS (2013-14)

The Committee sat on Thursday, the 31st October, 2013 from 1600 hrs. to 1715 hrs. in Committee Room No. 'D', Parliament House Annexe, New Delhi.

PRESENT

SHRI T.R. BAALU - **CHAIRMAN**
SHRI NANDI YELLAIAH - **CONVENOR**

MEMBERS

LOK SABHA

3. Dr. Ram Chandra Dome
4. Shri Pralhad Joshi
5. Dr. Nirmal Khatri
6. Shri Rayapati Sambasiva Rao
7. Shri Rudra Madhab Ray
8. Smt. Satabdi Roy
9. Shri Ganesh Singh
10. Shri Lalji Tandon
11. Shri Ashok Tanwar
12. Shri Harsh Vardhan
13. Dr. Vivekanand

RAJYA SABHA

14. Shri Husain Dalwai
15. Dr. Barun Mukherji
16. Shri Ambeth Rajan
17. Shri Tarini Kanta Roy
18. Shri Bashistha Narain Singh
19. Shri Ishwar Singh

SECRETARIAT

1. Shri Abhijit Kumar - Director
2. Shri Arun K. Kaushik - Additional Director

REPRESENTATIVES OF THE MINISTRY OF RAILWAYS (RAILWAY BOARD)

1. Shri Arunendra Kumar - Chairman, Railway Board & Ex.-officio Secretary to the Government of India
2. Shri Subodh Jain - Member Engineering, Railway Board & Ex.-officio Secretary to the Government of India.

Xxx xxx xxx xxx

2. At the outset, the Chairman welcomed the Representatives of the Ministry of Railways, Railway Board and the Municipal Commissioner of Lucknow to the sitting of the Committee. **Xxx xxx xxx xxx**

3. The Chairman, then, left the Chair and nominated Shri Nandi Yellaiah, Member, as the Convenor to chair the sitting.

4. **Xxx xxx xxx xxx**

5. The Committee raised certain queries on the issue of the safety and security of women in suburban trains and other matters related to the suburban train services. The representatives of the Ministry replied to the queries raised by the Members.

6. A Verbatim record of the sitting has been kept.

The Committee then adjourned.

MINUTES OF THE EIGHTH SITTING OF THE STANDING COMMITTEE ON RAILWAYS (2013-14)

The Committee sat on Wednesday, the 8th January, 2014 from 1100 hrs. to 1250 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

SHRI T.R. BAALU - **CHAIRMAN**

ISHWAR SINGH - **CONVENOR**

MEMBERS

LOK SABHA

3. Shri Bhaskar Rao Patil Khatgonkar
4. Dr. Nirmal Khatri
5. Shri Anand Prakash Paranjpe
6. Shri Rayapati Sambasiva Rao
7. Shri Rudra Madhab Ray
8. Shri Magunta Sreenivasulu Reddy
9. Shri Ashok Tanwar

RAJYA SABHA

10. Shri Husain Dalwai
11. Dr. Barun Mukherji
12. Shri K. Parasaran
13. Shri Ambeth Rajan
14. Shri Bashistha Narain Singh

SECRETARIAT

1. Shri K. Vijaykrishnan - Joint Secretary
2. Smt. Geeta Parmar - Deputy Secretary

REPRESENTATIVES OF THE MINISTRY OF RAILWAYS (RAILWAY BOARD)

1. Shri Arunendra Kumar Chairman, Railway Board & Ex.-officio Secretary to the Government of India
2. Shri Rajendra Kashyap Financial Commissioner, Railway Board & Ex.-officio Secretary to the Government of India.
3. Shri Subodh Jain Member Engineering, Railway Board & Ex.-officio Secretary to the Government of India.
4. Shri Kul Bhushan Member Electrical, Railway Board & Ex.-officio Secretary to the Government of India.
5. Shri Alok Johri Member Mechanical, Railway Board & Ex.-officio Secretary to the Government of India.
6. Shri A.K. Mital Member Staff, Railway Board & Ex.-officio Secretary to the Government of India.
7. Shri D.P. Pande Member Traffic, Railway Board & Ex.-officio Secretary to the Government of India.

2. At the outset, the Chairman welcomed the Chairman and other officials of the Ministry of Railways (Railway Board) to the sitting of the Committee.

3. **XXXX** **XXXX** **XXXX**

4. Thereafter, the Committee took oral evidence of the representatives of the Ministry of Railways on the subject 'Suburban Train Services of Indian Railways with particular emphasis on Security of Women Passengers'. During the evidence, the Members raised certain queries related to the subject. The representatives of the Ministry of Railways replied to the same.

5. The Chairman, then, left the Chair and nominated Shri Ishwar Singh, Member, as the Convenor to chair the sitting.
6. The representatives of the Ministry then briefed the Members on various issues raised by them from time to time. The Members sought further clarifications on the issues related to their constituencies. The Representatives of the Ministry of Railways responded to the same.
7. The evidence was concluded.
8. A copy of the Verbatim of the proceedings of the sitting has been kept.

The Committee then adjourned to meet again on 27.01.2014.

xxxx: not related to the Report.

MINUTES OF THE NINTH SITTING OF THE STANDING COMMITTEE ON RAILWAYS (2013-14)

The Committee sat on Monday, the 27th January, 2014 from 1100 hrs. to 1200 hrs. in Committee Room No. 62, Parliament House, New Delhi.

PRESENT

SHRI T.R. BAALU - **CHAIRMAN**

ISHWAR SINGH - **CONVENOR**

MEMBERS

LOK SABHA

3. Shri Ram Chandra Dome
4. Shri Anand Prakash Paranjpe
5. Shri Rayapati Sambasiva Rao
6. Smt. Satabdi Roy
7. Shri Lalji Tandon
8. Dr. Vivekanand

RAJYA SABHA

9. Dr. Barun Mukherji
10. Shri K. Parasaran
11. Shri Ambeth Rajan
12. Shri Tarini Kanta Roy
13. Shri Bashistha Narain Singh

SECRETARIAT

- | | | | |
|----|-----------------------|---|---------------------|
| 1. | Shri K. Vijaykrishnan | - | Joint Secretary |
| 2. | Shri Arun K. Kaushik | - | Additional Director |
| 2. | Smt. Geeta Parmar | - | Deputy Secretary |

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2. At the outset, the Chairman welcomed the Members to the sitting of the Committee. Thereafter, the Committee considered and adopted the draft Report on the subject 'Suburban Train Services of Indian Railways, with particular emphasis on Security of Women Passengers' without any modifications.

3. The Committee, then, authorized the Chairman to finalize the Report and present/lay the same to the House in the light of factual verification received from the Ministry of Railways.

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The Committee then adjourned.

XXXX: not related to the Report.