

## CHAPTER I

### REPORT

This Report deals with the action taken by the Government on the observations/recommendations contained in the third Report (Sixteenth Lok Sabha) of the Committee on Empowerment of Women on the subject 'Working Conditions of Women in Railways and Amenities for Women Passengers' pertaining to the Ministry of Railways.

2. The Third Report of the Committee was presented to Lok Sabha on 29<sup>th</sup> April, 2015 and was simultaneously laid in Rajya Sabha on the same day.

3. The Action Taken Replies in respect of all the 25 observations/recommendations contained in the Report have been received from the Government. These have been categorized as follows:-

- (i) Observations/Recommendations, which have been accepted by the Government.

Recommendation Para No:- 2.4, 2.6, 2.7, 2.8, 2.10, 2.11, 2.12, 2.13, 2.14, 2.16, 2.17, 2.19, 2.20, 2.22, and 2.25

- (ii) Observations/Recommendations which the Committee do not desire to pursue in view of the replies of the Government.

Recommendation Para No:- 2.3, 2.23 and 2.24

- (iii) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration.

Recommendation Para No:- 2.1, 2.2, 2.5 and 2.21.

- (iv) Observations/Recommendations in respect of which the Government have furnished interim replies.

Recommendation Para No:- 2.9, 2.15 and 2.18

**4. The Committee trust that utmost importance would be given by the Government to the implementation of their recommendations. In case where it is not possible for the Government to implement the recommendations in letter and spirit for any reasons, the matter should be reported to the Committee with reasons for non-implementation. The Committee further desire that the Action Taken Notes on the recommendations/observations contained in Chapter-I of this Report and final reply to the observations/recommendations contained in Chapter-V of the Report of which Government has submitted interim reply, may be furnished to the Committee within three months of the presentation of this Report.**

5. The Committee will now deal with those actions taken replies of the Government, which need reiteration or merit comments.

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

(Recommendation Para No. 2.1)

6. The Committee in their original report had observed that despite various relaxations given by the Government, the strength of women employees in the Railways has not shown any significant increase over a period of time and had recommended that the Railways should explore the possibility of conducting separate special recruitment drives to rope in more women employees into its workforce for its progressive and holistic growth. The Committee had also desired that the Railways should chalk out a well defined policy to make the service more attractive to women employees and also make efforts to increase the number of women recruited directly in Group A and B posts to make the management of the organization more gender sensitive.

7. The Ministry of Railways in its action taken reply on the aforementioned recommendation has stated as under:-

" There is no discrimination on ground of Gender in the railway. All posts are open for the women candidates who apply and get selected. A large number of women candidates have been applying and have been empanelled in the recent recruitment exercise conducted for open market recruitment to posts in Pay Band-1 (Grade Pay: Rs.1800/-) conducted recently on the railways owing to measures like fee waiver, relaxation in physical Efficiency standards etc. Therefore there arises no need for conducting a special requirement drive to posts in Pay Band-1 (Grads Pay: Rs.1800/- of women candidates on the railways. Recruitment into Group-A posts of various Departments is done as per the Central Government's policy, through the Union Public Service Commission (UPSC). At present, there is provision for reservation for SC/ST/OBC communities and also physically Disabled (Horizontal reservation).

Further, a special drive exclusively for women will be violative of the constitutional provision of right to equality and opportunity on employment. For, any such measure, Ministry of Railways can not take any unilateral action but requires directive from the nodal department of Union of India, i.e. DOP&T."

**8. The Committee, considering the meager representation of women employees in the Railways, had recommended the Government to explore the possibility of conducting special recruitment drive for women and chalk out a well defined policy to make the service more attractive to women employees including direct recruitees in Group A and B posts. However, the Committee are disturbed to note that the Railways seems to be quite satisfied with the percentage of increase in the strength of its women employees and is not ready to take any special efforts to bring in more women employees into the Railways. The Committee are of the opinion that unless concerted efforts are taken to encourage women to opt for jobs in the Railways, women would continue to refrain from seeking jobs in the Railways. Moreover, the Committee also believe that adequate representation of women in the workforce is a must for the holistic growth of any organization and making it gender sensitive. The Committee, therefore, while reiterating their earlier recommendation in this regard desire the Railways to take up the matter with DOPT to explore as to how the recommendation of the Committee on this aspect fructifies so that their recommendation could be implemented to attain the desired results. They would like to be informed of the action taken in this matter at the earliest.**

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

##### **(Recommendation Para No. 2.2)**

9. The Committee had desired in their Report that the Railways should ensure that information regarding the provision of crèche facilities is brought to the knowledge of all women employees without fail. The Committee had also exhorted the Railways to explore the possibility of providing some financial assistance to women employees for

availing private crèche facilities in the absence of a crèche at workplace. The Committee had further urged upon the Railways to ensure that the crèches run by them are set up within the office premises as far as possible for maximum benefit.

10. The Ministry of Railways in its action taken reply on the aforementioned recommendation has stated as under:-

"Wide publicity in the form of notification and calling applications from women employees availing crèche facility was given at the time of opening of crèche existing on Railways. Most of the existing crèches have been set up in the office and Railway colonies for ease of access to these crèches by women employees.

The recommendation regarding exploring the possibility of providing some financial assistance to the women employees for availing private crèche facility in the absence of a crèche at workplace is not feasible for acceptance in view of the constraint in availability of funds."

**11. The Committee are perturbed to note that their recommendation with regard to exploring the possibility of providing some financial assistance to women employees for availing of private creche facility in the absence of a creche at workplace has been dismissed by the Ministry on the feeble argument of fund constraints. The Committee wish to point out here that a creche at workplace is a major factor in creating a women friendly working environment. In the absence of a creche at workplace, the women employees are forced to seek services of private creches which do not come cheap and the commutation to that creche also entail financial expenditure. The Committee reiterate their earlier stance and urge the Railways to find ways and means to incentivize women**

**employees for availing of private crèche facilities in the absence of a crèche at workplace and also take up the issue of finances with the appropriate authorities.**

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

#### **(Recommendation Para No. 2.5)**

12. Having learnt during their study visits that many women employees in Railways are not happy with its working hours , the Committee had recommended in their original report that the Railways should explore the possibilities of providing flexible working hours to women employees in all possible job areas and arrange for conveyance facilities at odd hours to its women employees if they are assigned duty in PRS counters beyond 8 pm.

13. The Ministry of Railways in its action taken reply on the aforementioned recommendation has stated as under:-

" Under the Railway Servants (Hours of Work and Period of Rest) Rules, 2005, there is no bar to deploy women employees during night shift. As regards, providing flexible working hours to women employees, it is mentioned that this Ministry abides by the instructions regarding working hours as decided by the Government of India. It is not feasible to take a unilateral decision in the matter. Regarding conveyance facility, it is mentioned that instructions have been issued by the Government for payment of transport allowance to all its employees."

**14. The Committee note with dismay that its recommendations to offer flexible working hours to women employees in all possible job areas and provide conveyance facilities at odd hours to its women employees have been brushed aside by the Ministry without much of a thought. As the nature of some jobs in the Railways calls for night shift and inconvenient timings, women employees, sometimes, find it difficult to execute their familial and official responsibilities satisfactorily. As the Committee firmly believe that flexible work schedule can help women employees in creating a better work-life balance and the assurance of safe travel can enhance the working conditions of women, the Committee once again exhort the Ministry to explore the possibilities of providing flexible working hours to its women employees in all possible job areas and arrange for conveyance facilities at odd hours to them if they are assigned duty in PRS counters beyond 8 pm. The Committee would like to be apprised of the steps taken in this regard within a month of presentation of this Report the Houses**

***NEED FOR CENTRALIZED DATA SYSTEM.***

**(Recommendation Para No. 2.9)**

15. The Committee, having observed in their earlier Report that the Railways do not maintain centralized data on various important aspects in the organization like the total number of women employees category-wise, strength of women employees in Group A and B Services, status of sexual harassment complaints received and action taken thereon, etc., and had recommended the Government to develop a centralized IT enabled Employees Information System at the earliest for easy access to information and better synchronisation and coordination in the Railways.

16. In this regard, the Ministry of Railways in its action taken reply has stated as under:-

“Against work sanctioned in 2007-08 supplementary Budget, detailed estimate for implementing an ERP based HRMS is under consideration. The project shall have a centralized employees database as suggested by the Committee. “

17. Taking into consideration the necessity and advantages of having a centralized data system in a behemoth organization like the Railways, the Committee had desired the Government to put in place a centralized IT enabled Employees Information System at the earliest. They, however, are constrained to observe from the replies of the Ministry that against work sanctioned in 2007-08 supplementary budget, a detailed estimate for implementing Enterprise Resource Planning based Human Resource Management System which shall have a centralized employees database as suggested by the Committee, is still under the consideration of the Ministry. The reasons for inordinate delay in putting in place the said system even after 7 years is incomprehensible as the reply does not throw much light thereon. While deprecating this lethargy, the Committee reiterate their earlier recommendation and urge the Ministry to operationalize the centralized Human Resource Management System at the earliest. The Committee would like to be kept abreast of the progress made by the Ministry in this regard.

### ***LADIES COMPARTMENTS***

#### **(Recommendation Para No. 2.12)**

18. In the wake of several cases of crimes against women aboard trains, the Committee had desired the Railways to reconsider their present policy of placement of ladies' compartments and explore the ways and means to position it in the middle of trains. The Committee had further suggested that in passenger and local trains where pantry cars or vestibules do not pose a technical hitch, the position of ladies compartments should inevitably be at the middle of the train.

19. The Ministry of Railways in its action taken reply on the aforementioned recommendation has stated as under:-

" Ladies coaches are provided near Guard's SLR to ensure that the Railway servant (Guard) is available for any assistance required by ladies passenger during journey. The issue of marshalling the coaches in the train has been examined but not found feasible due to operational constraints."



20. With regard to the placing of Ladies' Compartments at the rear end of the train, the Committee firmly believe that this positioning poses real security threat to women passengers as it is easy for a miscreant to enter or escape from the last compartment. The Committee further wish to point out that on many occasions, the presence of the Railway Guard near ladies' coaches proved to be of little or no use when the security and dignity of women were compromised in the ladies' coaches. Though the Committee do not wish to dispute the technical and operational aspects about marshalling the coaches, especially in long distance trains, they would like to draw the attention of the Railways to the fact that in the State of Kerala, the ladies' coaches in passenger/local trains have been moved to the middle after the tragic death of a young girl who was assaulted and molested while travelling in a passenger train. The Committee, therefore, would like to urge the Railways to examine in right earnest the possibilities of moving the ladies' coaches in all passenger and local trains to the middle and deploying women security personnel in them emulating the example of Kerala. They would like to be apprised of the action taken on their instant suggestion within a month of presentation of this Report

#### ***RAILWAY SECURITY PERSONNEL.***

##### **(Recommendation Para No. 2.15)**

21. The Committee, emphasizing on the importance of establishing a single command and control system responsible for security of entire network of Indian Railways, had desired the Government to take urgent steps to put in place a single agency with unified command and control over the entire network of Railways for effective security.

22. The Ministry of Railways in its action taken reply has submitted as under:-

“ Proposal for amendment in the RPF Act is in consultation stage with States. Present position of comments received from States is as under-

<u>Comments received:</u>	25 States/UTs
States/UTs agreed	07
States/UTs opposed	17
No comments	01

<u>Reply not received:</u>	06 States
<u>Not consulted:</u>	04 UTs

States agreed (07)

Goa, Karnataka, Mizoram, Sikkim, Rajasthan, Puduchery & HP

States opposed (17)

Delhi, AP, Arunachal Pradesh, Bihar, Chhattisgarh, Gujarat, J&K, Kerala, Nagaland, Odisha, Punjab, MP, TN, Tripura, UP, Assam and WB (17)

No comment to offer (01)

Andaman & Nicobar

No response (06)

Haryana, Jharkhand, Maharashtra, Manipur, Meghalaya & Uttarakhand

Not consulted (04)

Dadra & Nagar Haveli, Laksh Dweep, Chandigarh (Haryana) and Daman & Diu.

**23. The Committee observe from the reply of the Ministry that pursuant to its consultation with various States regarding the proposal for amendment in the RPF Act for establishing a single command and control system responsible for security of entire network of Indian Railways, 07 States have agreed, 16 States have opposed, 6 States have not given any response and 01 Union Territory has refused to offer any comment. The Committee also understand that the Ministry is yet to consult 04 Union Territories. Though the Ministry has not detailed the reasons put forth by the States opposing the move, the Committee would urge the Ministry to work in tandem with all the States/UTs to arrive at an amicable solution and turn the dream of a single command for security into a reality in a time-bound manner. While reiterating their earlier recommendation, the**

**Committee once again exhort the Railways to ensure effective coordination between the RPF, GRP, DP, coach attendants, T.T.E and other railway personnel connected with security till such a unified command is put in place. They would also like to be appraised of the progress made in the effort of amendment of the RPF Act.**

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

#### **(Recommendation No. 2.18)**

24. The Committee had observed in their earlier Report that the Ministry of Railways has taken various initiatives to increase the strength of women police personnel in RPF. While lauding the Ministry for these initiatives, the Committee had observed that induction of more women into the police force is a natural demand of contemporary policing and had desired that the proposal for creation of 4192 posts to be exclusively filled by women candidates, which is pending for approval with the Finance Ministry, may be followed up in right earnest by the Railways.

25. The Ministry of Railways in its action taken reply has stated as under:-

" Issue has been taken up with Ministry of Finance vide letter no. 2014-Sec(E)/PO- 2/2, dated 28.05.2015. Another DO letter from Member Staff to Secretary, Department of Expenditure vide no. 2014-Sec(E)/PO-2/2, dated 07.08.2015 has been sent for arranging necessary sanction at the earliest. Sincere efforts are being made for getting sanction of Ministry of Finance on the above proposal."

**26. The Committee observe that pursuant to the Committee's recommendation in April, 2015, the Ministry has taken up the issue of a pending proposal for creation of 4192 posts to be exclusively filled by women candidates with the Ministry of Finance vide letters dated 28.05.2015 and 07.08.2015. While appreciating the efforts taken by the Ministry in this regard, the Committee urge the Ministry to spare no efforts in getting the proposal approved at the earliest so**

that so that the existing strength of women personnel in RPF is increased substantially at the earliest. The Committee would like to be informed of the steps taken in this regard.

### **HELPLINE NUMBER**

#### **(Recommendation No. 2.20)**

27. Highlighting the importance of having a single All India Security Helpline number to provide round the clock security related assistance to women passengers, the Committee had recommended a uniform toll free helpline number to be provided for the entire Railway network in the country and had emphasized on giving wide publicity to the same. The Committee had also recommended for printing this uniform toll free number on the face of the ticket along with ticket details and had urged the Railways to explore the feasibility of including this number while texting ticket details to passengers so that passengers notice this number without fail.

28. In this regard, the Ministry of Railways in its action taken reply on the recommendation has stated as under:-

"Security Helpline has been made functional through a three digit toll free no. '182'. Security Helpline System has been made functional through Divisional Security Control Rooms of RPF over Indian Railways. Zonal Railway have been advised to ensure wide publicity of Security Helpline No. (182) so that more and more women commuters use Security Helpline for security related assistance during their journey over railways. It is being ensured printing of 'Security Helpline No. 182' on the PRS as well as UTS tickets and discontinuing printing of 1332 which was earlier circulated vide Commercial Circular 42 of 2014. Efforts are being further made to operationalise Security App over entire network of Indian Railways. "

29. The Committee are pleased to note the efforts made by the Railways to operationalise a three digit toll free Security Helpline Number '182' across the Indian Railways. However, the Committee observe that while batting for the efforts taken by them to popularise the said toll free number among the public, the Railways is silent on a very simple and effective suggestion of the Committee to print this number on the front side of the ticket and text it alongwith the ticket details to passengers. The Committee are of the opinion that printing the number on the back side of the ticket will not bring in the desired results. Hence, the Committee reiterate their earlier recommendation with regard to printing the helpline number on the face of the ticket and texting the number along with ticket details. The Committee would like to be informed of the steps taken in this regard.

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

##### **(Recommendation No. 2.21)**

30. Observing the pathetic condition of toilets in general and ladies toilets in particular at the railway stations, the Committee had desired that the Railways should ensure sanitary and hygienic condition of toilets at railway stations through stringent and regular monitoring and to fix accountability with regard to the upkeep of toilets and take strict action against defaulters. The Committee had also desired that Railways should set up bio toilets at all major stations and gradually expand to all stations across the country to ensure greater cleanliness.

31. In this regard, the Ministry of Railways in its action taken reply stated as under:-

"Separate toilets for ladies are provided as per norms at all the stations of 'A-1' to 'E' category stations i.e. at 6333 number of stations. "

32. The Committee are dismayed to note that the curt reply of the Government has not bothered to address the concerns of the Committee regarding the upkeep of the existing ladies' toilets at railways stations or about setting up of bio toilets to ensure greater cleanliness . The Committee, are, infact shocked to see the way their suggestions were ignored with a blunt statement about the number of toilets constructed in the railway stations as per norms. The Committee would have appreciated if the Government had furnished explicit answers with regard to their suggestions about maintaining cleanliness in these toilets. The Committee, while cautioning the Ministry about such a casual approach in furnishing replies to the Parliamentary Committees, reiterate their earlier recommendation . They would like to be informed of the steps taken to ensure sanitary and hygienic condition of toilets at the railways stations in the country within three months from the presentation of this Report.

#### ***LOCATION OF LADIES TOILETS AT STATIONS***

##### **(Recommendation No. 2.22)**

33. The Committee, while noticing that the ladies' toilets in many railway stations, especially in small/medium stations, are located at the end or outskirts of the platform / station premises, had recommended that the Railways should consider relocation of such toilets to safe positions at the stations ensuring proper lighting etc.

34. In this regard, the Ministry of Railways in its action taken reply stated as under:-

"The toilets at platforms are generally planned in such a way to serve maximum number of passengers (including women) including those of General (GS) coaches, which are mostly at either end of the train. It inter-alia, also facilitates free platform area for ease in passenger movement near station building.

Further, toilets are also provided in waiting rooms, which fall under the category of 'Desirable Amenities' at 'A-1', 'A', 'B' &'D' category stations."

**35. The Committee find from the reply of the Ministry that the present positioning of the toilets at stations is in tune with the operational demands of the Railways, including the ease in passenger movement near station building and the feasibility to serve maximum number of passengers including women. The Committee, while accepting the stance of the Railways in this regard, would like to emphasize that operational ease should not come in the way of the security of women. They, therefore, desire that the vicinity of these toilets should be secure and well lit and extreme care should be taken to ward off untoward incidents against women passengers including theft/robbery of their belongings.**

## **CHAPTER II**

### **OBSERVATIONS/RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT**

#### **Recommendation (Para No. 2.4)**

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

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



## **Reply of the Government**

Instruction already exist vide Board's letter No. E(NG)I-2009/TR/29 dated 02.02.2010 directing Zonal Railways and Production Units to consider requests of Railway employees on family grounds on priority basis to keep husband and wife at same station as far as possible subject to certain conditions and following the rule of request transfer wherever spouse is an employee of Central Govt., State Govt., PSU even of Private sector. Instructions are also in place that the cadre controlling authority should make all-out efforts to post the employee at the station of his/her spouse and in case of inability to do so, specific reasons therefor may be communicated to the employee. Representation received from aggrieved employees in this regard are to be disposed off in a time bound manner by officer(s) not below the SAG level.

(M/o Railways, OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Recommendation (Para No. 2.6)**

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

The Committee understand that Railway Services (Conduct) Rules, 1966 and Railway Servants (Discipline and Appeal) Rules, 1968 protect women employees from sexual harassment at workplace in the Railways. The Committee also observe that instructions for further streamlining the said service rules and to bring them in line with the Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013 have already been issued by the Railways. However, the Committee are disturbed to note that even after the lapse of about one year of the enactment of Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013, the Railways is yet to move beyond Visakha Guidelines and

implement the provisions of the new Act in letter and spirit. The Committee disapprove of this lackadaisical approach of the Railways and recommend that the guidelines specified in the Act may be followed in its spirit in the organisation without further delay, especially in completing the enquiry in the pending cases. The Committee would like to be apprised of the progress achieved in this regard.

### **Reply of the Government**

On the issue of Sexual Harassment of Women at Workplace, detailed guidelines have been issued by this Ministry vide letter No. E(D&A) 2015/GS-1-1 dated 05-03-2015. Further, in order to strengthen the mechanism of monitoring of complaints and their disposal, Internal Complaints Committee have been set up on all Divisions and Headquarters of the Railways and quarterly position indicating the details of the cases received and disposed of etc. is called for. Therefore, it may be seen that this Ministry is strictly adhering to the guidelines on the issue.

(M/o Railways, OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Recommendation (Para No. 2.7)**

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

Linked to the above issue is the existence of appropriate mechanism in place to address the general grievances of women employees. The Committee understand that the Railways have 'Workers Meetings' and 'Employer-Employee' meetings to raise general issues. While appreciating the Railways for giving these platforms to women employees for raising general issues, the Committee find such platforms inappropriate

to discuss issues pertaining to sexual harassment as these meetings consist of employees of both gender. Hence, the Committee urge the Railways to conduct exclusive 'women workers meetings' to create awareness and raise issues related to sexual harassment and related cases.

### **Reply of the Ministry of Railways**

As regards conducting women workers meeting to create awareness and raise issues related to sexual harassment etc., detailed instructions have already been issued vide this Ministry's letter dated 05-03-2015 wherein adequate emphasis has been laid on giving wide publicity to the constitution of Complaint Committee etc. to examine the cases related to sexual harassment of working women.

(OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Recommendation (Para No. 2.8)**

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

The Committee note that pursuant to budget declaration 2013-14, the Railway Board decided to provide single women railway employees with hostel facilities at all the Divisional Headquarters. In this regard, the Railways had also sought options from all single women employees working at Divisional Headquarters vide letter dated 11.12.2013. However, the Committee regret to note that even after one year, the Railways neither has any data on the exact number of women employees who have opted for hostel facilities so far pursuant to their instructions issued in December, 2013 nor has undertaken any concrete steps in the direction of providing hostel facilities to them. The Committee feel that this approach of the Railways does not augur well for

enhancing the number of women employees in the Railways. Hence, the Committee, while deprecating this delay on the part of the Railways , strongly recommend that sincere efforts should be made to provide hostel facilities for single women employees in a time bound manner. The Committee hope that the definition of 'single woman' encompasses widows, women who are separated/ legally divorced and married women who are staying alone without their families. The Committee further desire that the decision of the Railways to earmark certain number of staff quarters for hostel purpose without resorting to new constructions, should not hamper the general progress of allocation of staff quarters to other employees.

### **Reply of the Government**

The Committee has basically made three observations viz (a) No. of women employees who have opted for hostel facilities pursuant to issue of Board's letter dated 11.12.13, (b) Efforts made to provide hostel facilities for single women employees (widow, separated/divorced and married women who are staying without their families) in time bound manner & (c) Earmarking staff quarters for hostel purpose without resorting to new constructions should not hamper the general progress of allocation of staff quarters to Railway employees.

Pursuant to issue of Board's instructions dated 11.12.2013, notifications by the Zonal Railways have been issued calling for willingness from amongst the single women employees for hostel facilities. Subsequently demand survey has been carried out by the Hqrs./Divisions. So far response/applications have been received from the following Railways/Divisions as under :-

ECR – MGS -2, Danapur -6,

NCR – Jhansi – 5 (not eligible as they are staying with their families)

NER – LKO – 1

CR – Sholapur – 9  
SR – Palghat – 40 (staying at Mangalore)  
ER – Howrah – 10, Sealdah – 10  
SWR – Mysore – 33

Provision/earmarking appropriate staff quarters by Zonal Railways have been made in consultation with local unions as necessary as under :-

Hajipur – Type – IV Railway quarter being used as Sports Girls Hostel.

Izzatnagar – 10 Bed, BSB – 2 type –IV quarters, LKO – 7 Beds, Sholapur – 2 quarters, Nagpur – 1 Qtr, Bhusawal – 3 Qtr, Katihar Div. -1 Hostel with 12 rooms & 24 capacity.

Hostel arrangements are also being made at MGS, DNR, Kharagpur, Ranchi as also preferential allotment to single women employees has been made at Alipurdwar, Rangia, Lumding & Tinsukhia as also at SSB-Shakurbasti. Separate provision will be made in new constructions and allotment will be made on receipt of applications from single working women.

(M/o Railways, OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Recommendation (Para No. 2.10)**

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

The Committee note that rail passengers experience two distinctive types of amenities provided by the Railways - one are the amenities provided at railway stations and the other are services provided onboard trains. Both these types of passenger amenities have always attracted the attention of Indian Railways and over the years some improvements have been brought in for certain amenities such as ladies waiting

rooms, drinking water facilities etc. However, to deliver sustained and measurable improvement in customer care services, the Committee recommend performance audit of Railways with regard to passenger amenities particularly to women passengers in every five years. An outside agency can be entrusted with the task and shortcomings in the extant facilities can be identified and provision of new amenities and facilities can be chalked out. The Committee further desire that the maintenance of existing amenities should be given more attention with a view to checking slippages and fixing accountability with regard to proper maintenance of amenities.

### **Reply of the Government**

Maintenance of passenger amenities at stations including those for women passengers in an ongoing process. Comprehensive instructions already exists for provision of toilets and waiting rooms exclusively for ladies. Mechanism of regular inspection of passenger amenities by Service improvement Group (SIG) at various levels also exists. Necessary repairs and upkeep of amenities at stations is carried out based on outcome of inspections including, inter-alia, those by SIG.

(M/o Railways, OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Recommendation (Para No. 2.11)**

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

The Committee note that separate counters are earmarked at various Passenger Reservation System Centres for ladies, physically disabled persons, senior citizens, accredited journalists and freedom fighters, if the average demand per shift is not less than 120 tickets. However, the Committee during their study visits have observed that this facility is not available in all the passenger reservation centres across the country where the volume of women passengers is heavy. The Committee feel that a separate ticket counter exclusively for women will definitely make the women feel more comfortable and safe . It will address the problem of uncalled for behaviour with women and also reduce the time women have to stand in queues to buy tickets.

Hence, in order to ease the travails of women commuters, the Committee recommend that dedicated counters may be earmarked for women in all the passenger reservation centres /railway stations across the country. The Committee further recommend that if it is not possible to earmark such exclusive counters for women in certain reservation centres / railway stations owing to lack of computerization or shortage of manpower or less volume of women commuters, women passengers may be attended separately at the same counter by displaying information board that the women passengers can form a separate queue to buy journey tickets and also platform tickets at respective counters.

### **Reply of the Government**

Separate counters are earmarked at various Passenger Reservation System (PRS) centers for dealing with the reservation requisitions received from Physically handicapped persons, Senior Citizens, Ex. MPs, MLAs, Ladies, accredited journalists and freedom fighters, if the average demand per shift not less than 120 tickets. In case there is no justification for earmarking of an exclusive counter for any of these categories of persons including ladies, one or two counters depending upon the total demand are earmarked for dealing with the reservation requests for all these categories of persons.

At those reservation offices which have not been computerized and where separate counts are not in existence for ladies, female passengers are not required to be compelled to join the general queues and are to be attended separately at the same counter as for general passengers. Instructions on this account are being reiterated to all Zonal Railways. However, these instructions have been reiterated as well as amplified for the information of all concerned vide letter No.2001/TG-1/20/P dated 11-09-2015, a copy of which is enclosed.

(M/o Railways, OM No. E(W)2014/BP-1/2 dated 10-11-2015)

## **Recommendation (Para No. 2.12)**

### **LADIES COMPARTMENTS**

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

### **Reply of the Government**

Ladies coaches are provided near Guard's SLR to ensure that the Railway servant (Guard) is available for any assistance required by ladies passenger during journey. The issue of marshalling the coaches in the train has been examined but not found feasible due to operational constraints.

(OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Comments of the Committee**

(Please see Paragraph No. 20 of Chapter I)



### **Recommendation (Para No. 2.13)**

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

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

#### **Reply of the Government**

Zonal Railways have been advised to ensure that CCTV cameras are vigilantly monitored round the clock by staff and swift action is initiated in case any molestation/assault against passengers, including women passengers, is detected while monitoring CCTV cameras. It has been further advised to ensure that staff swiftly convey information to on-duty supervisory officer and Post Commander concerned so that scene of incident is immediately attended to and follow up action is ensured to apprehend the offenders.

Efforts are being done to ensure that these cameras do not compromise on the privacy of women passengers or the visuals are not misused by any individual/authority.

(M/o Railways, OM No. E(W)2014/BP-1/2 dated 10-11-2015)

## **Recommendation (Para No. 2.14)**

### **SURVEILLANCE ON PLATFORMS**

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

### **Reply of the Government**

At present about 311 stations over Indian Railways have been provided with CCTV cameras. Installation of CCTV cameras at sensitive stations is also under progress under ISS. All the zonal railways have been advised to ensure that CCTV cameras are vigilantly monitored by RPF staff and swift action is initiated as and when any suspicious person/object is noticed.

CCTV surveillance cameras have already been installed at 90 stations under ISS. Besides above, 113 baggage scanners, 206 DFMDs, 997 HHMD & 40 BD items

have so far been installed under ISS. Zonal railways have been further advised to ensure speedy implementation of Integrated Security System at nominated stations.

Ministry of Women and Child Development, (MoWCD), Government of India has further agreed to fund provision of Video Surveillance System at 1000 A1, A, B and suburban stations under 'Nirbhaya Fund' for the safety and security of women and children at an amount of Rs. 500 cr. Zonal Railways have already been advised to draw up the list of stations along with priority to be taken up in the first instance and also for the second phase to be executed in the next two years.

(M/o Railways, OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Recommendation (Para No. 2.16)**

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

The Committee understand that trains are classified into three categories for the purpose of providing security viz., highly vulnerable, vulnerable and normal. While security is provided in highly vulnerable trains, random security is provided in vulnerable trains and no security is provided in normal trains. The Committee note from the statistics provided by the Railways that there were five cases of rape and 189 cases of molestation in trains in 2013 and four cases of rape and 204 cases of molestation in 2014. Considering the tendency of under reporting of such crimes, the Committee apprehend that the real magnitude of the problem may be much higher. In view of the rising rate of crimes against women, the Committee strongly recommend that more security personnel may be deployed at station premises and aboard trains so that their visible presence keeps the miscreants at bay. The Committee further desire that the

security personnel should be deployed aboard all trains especially long distance trains, ladies special trains and trains which are used by a large volume of women passengers, irrespective of the category. The strength of the security personnel to be deployed may be decided on the basis of the vulnerability of the section.

### **Reply of the Government**

With completion of initial training of about 16000 Constable recruits, position of staff strength over zonal railways has improved and accordingly about 2000 important Mail/Express Trains are now escorted by the RPF over Indian Railways on an average daily (as against 1300 trains escorted earlier).

Security Apps have been launched by the RPF at Central Railway (M-Indicator), South Central Railway (RISSTA) and Eastern Railway (R-Mitra) to ensure swift initiation of action for providing security to passengers especially to strengthen women security. Besides above, a security App has also been developed by the RPF in SWR.

Zonal Railways have been further advised to ensure optimum utilisation of manpower to enhance visibility of the Force at station premises and in trains and that stress should be laid on security of women passengers in suburban sections. It has been further advised that regular checks be conducted in coordination with Commercial Department of the Railway and GRP authorities in the affected trains/sections, identified for this purpose.

(M/o Railways, OM No. E(W)2014/BP-1/2 dated 10-11-2015)

## **Recommendation (Para No. 2.17)**

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

The Committee note that the sanctioned strength of Railway Protection Force is about 76000 out of which the current strength is around 55850. The Railways have informed that around 17000 RPF recruits are undergoing initial training in various training institutes and will shortly be available for field duties. The Committee are of the strong view that the present strength of RPF is not adequate enough to provide required security to women passengers and to check subversive activities/ crimes in station premises and on board trains. Hence, the Committee desire that the strength of RPF personnel should be increased at the earliest. The Committee further recommend that to address new challenges to security, the RPF personnel may be provided with necessary hi-tech gadgets and state of the art training.

### **Reply of the Government**

Initial as well as practical training of about 16000 recruits has already been completed and all newly recruited Constables have been allocated to zonal railways/RPSF. Process for recruitment of 2030 lady Constables, 4220 Constables (male) and 160 Sub-Inspectors has been further initiated to strengthen manpower position in RPF. Another proposal for creation of 4192 posts to be exclusively filled with women candidates is under consideration with the Min. of Finance.

To further strengthen manpower position, existing/ideal strength of RPF is being further reviewed for firming up of proposal for sanction of more manpower.

Efforts are being further made for allocation of slot for Training of Trainers (TOT) courses on handling of modern security equipment like CCTV, baggage scanners with CISF and for Commando course at NSG Academy.

A total of thirty (30) categories of security equipment have been identified by the Norms Committee for the use of RPF. Zonal railways have been advised to ensure availability of modern security equipment as per norms & scales approved under Norms Committee Report to address new challenges to railway security. It has been further advised to explore the high tech gadgets available in the market for the use in Railway security system in addition to what is provided in Norms Committee Report. Zonal Training Centers have been further advised to explore the equipment/gadgets available in market to improve the training standard to achieve the status of state of the art training facility.

(M/o Railways, OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Recommendation (Para No. 2.19)**

#### **MAHILA VAHINIS**

The Committee further observe that the Mahila Vahinis or exclusive women units sanctioned recently to zonal railways would definitely strengthen the security environment for women. At present 12 Mahila Vahinis have been sanctioned for 09 zonal railways out of which four Mahila Vahinis have become operational and 08 are yet to be raised. In view of the urgency to instill a sense of security among women passengers of Indian Railways, the Committee desire that the remaining 08 Mahila Vahinis should be made operational within a specific time limit and the remaining 07 zonal railways may be sanctioned Mahila Vahinis at the earliest.

### **Reply of the Government**

At present, there are about 2400 lady personnel in RPF (including 1000 newly recruited lady constables). Further, recruitment of another 2030 Lady Constables is under process. Policy decision for 10 % posts in the non gazetted ranks to be filled with women candidates has already been implemented.

In compliance of Budget Pronouncement, a proposal for creation of 4192 posts to be exclusively filled with women candidates has been forwarded to Ministry of Finance for concurrence and approval.

Accordingly, more mahila coys will be made operational from zonal railways.

(M/o Railways, OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Recommendation (Para No. 2.20)**

#### **HELPLINE NUMBER**

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

## **Reply of the Government**

Security Helpline has been made functional through a three digit toll free no. '182'. Security Helpline System has been made functional through Divisional Security Control Rooms of RPF over Indian Railways. Zonal Railway have been advised to ensure wide publicity of Security Helpline No. (182) so that more and more women commuters use Security Helpline for security related assistance during their journey over railways. It is being ensured printing of 'Security Helpline No. 182' on the PRS as well as UTS tickets and discontinuing printing of 1332 which was earlier circulated vide Commercial Circular 42 of 2014. Efforts are being further made to operationalise Security App over entire network of Indian Railways.

(M/o Railways, OM No. E(W)2014/BP-1/2 dated 10-11-2015)

## **Comments of the Committee**

(Please see Paragraph No. 29 of Chapter I)

## **Recommendation (Para No. 2.22)**

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

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



## **Reply of the Ministry of Railways**

The toilets at platforms are generally planned in such a way to serve maximum number of passengers (including women) including those of General (GS) coaches, which are mostly at either end of the train. It inter-alia, also facilitates free platform area for ease in passenger movement near station building. Further, toilets are also provided in waiting rooms, which fall under the category of 'Desirable Amenities' at 'A-1', 'A', 'B' & 'D' category stations.

(OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Comments of the Committee**

(Please see Paragraph No. 35 of Chapter I)

### **Recommendation (Para No. 2.25)**

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

The Committee have been informed that the Indian Railways has a well organized Public Grievance Redressal Machinery to take prompt action on passenger's complaints. The Railways has provided complaint boxes/help desks at all stations and passengers can lodge their grievances on line at website [pgportal.gov.in](http://pgportal.gov.in) and [www.indianrailways.gov.in](http://www.indianrailways.gov.in). The passengers can also approach the Public Grievances Redressal Booths at major stations for on-the-spot action on complaints. At the Divisional level, Additional Divisional Railway Manager (ADRM) is the Grievance Redressal Officer. The Railways has informed that the ADRM, after enquiring into each complaint, sends a reply to the complainant and a copy of the reply is pasted against the complaint in the complaint cum suggestion book for record. However, the Committee have observed during the examination of the subject that majority of the rail commuters are not aware of the existence of such an extensive grievance redressal

machinery. Hence, the Committee recommend that the Railways should give wide publicity to the grievance redressal mechanism available with them. The Committee further desire that the complaint redressal mechanism should be made more transparent and responsive with provisions for follow up in order to gain the confidence of commuters.

### **Reply of the Government**

Necessary instructions have been issued to General Managers of all Zonal Railways to give wide publicity regarding grievances redressal mechanism available with Indian Railways and also to newly launched Complaint Management System (COMS) Portal which was launched by Hon'ble Minister for Railways on 02-03-2015 through print, electronic and social media vide Railway Board's letter No.2015/PG/2/8/Lok Sabha Committee on Empowerment of Women dated 22-05-2015 (copy enclosed) for benefits of the Women Passengers.

(OM No. E(W)2014/BP-1/2 dated 10-11-2015)

## **CHAPTER III**

### **OBSERVATIONS/RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE REPLIES OF THE GOVERNMENT**

#### **Recommendation (Para No. 2.3)**

##### **REST ROOM FACILITIES**

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

#### **Reply of the Government**

Within the constraints of funds availability, improvement of the amenities provided to the Railway men including women employees is a continuous process. The General Managers have requisite financial powers to take decisions with regard to expenditure for various welfare activities under Staff Benefit Fund including the heading 'Women Empowerment' meant for women empowerment activities to improve the working conditions of women employees in the Railways. However, the Railways have been directed to keep stocktaking of extant infrastructural and operational facilities with a view to improving their quality wherever necessary and creating more facilities in accordance with situational demands (copy enclosed).

(M/o Railways, OM No. E(W)2014/BP-1/2dated 10-11-2015)

## **Recommendation (Para No. 2.23)**

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

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

### **Reply of the Government**

To improve upon the cleanliness and hygiene in the trains including coaches and toilets has a high priority area for Indian Railways. Railways have taken a number of steps to improve cleanliness standards in coaches.

(i) Intensive mechanized cleaning of coaches in the coaching depots, through professional agencies, is being carried out. Heavy duty machines such as high pressure jet cleaners, floor scrubbers, vacuum suction cleaners etc. are deployed for the purpose. This has already been implemented in 115 coaching depots on different Zonal Railways. This mechanized cleaning is continuously being expanded to cover more number of coaches.

(ii) On Board House Keeping Scheme (OBHS): On Board House Keeping Scheme (OBHS) has been prescribed in all Rajdhani, Shatabdi, Duronto & other important long

distance Mail/Express trains for frequent cleaning of coach toilets, doorways, aisles & passenger compartment during the run of the trains. This scheme has been implemented on about 525 pairs of trains.

(iii) Clean Train Stations scheme: Clean Train Stations scheme has been prescribed for limited mechanized cleaning attention to identified trains during their scheduled stoppages enroute at nominated "Clean Train Stations" with focus on cleaning and disinfecting of toilets, doorways and aisles. 33 CTS are functional across Indian Railways.

Besides, regular checks/inspections are also carried out at various levels to monitor the level of cleanliness in coaches. Presently wall mounted soap dispensers are being provided in toilets of AC coaches. In regard to provision of toilets for exclusive use of ladies, it is brought out that such a move would reduce the options for both female and male common toilets need to be continued and improved upon. It may be appreciated that usage pattern and habits play a large role in toilets cleanliness or otherwise.

(OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Recommendation (Para No. 2.24)**

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

The Committee note that in older designs of DEMU and MEMU trains, toilets are not provided and as a policy decision EMU trains are not provided with toilets. The Committee further note that provision of toilets is being made in newly manufactured DEMUs and MEMUs and at present 775 DEMUs, 1692 MEMUs and 6443 EMU coaches are in service out of which 235 DEMUs and 1598 MEMUs are of older design. The Railways has apprised the Committee that it is not possible to retro-fit toilets in the older designs of DEMU and MEMU coaches. The Committee understand that these

DEMU and MEMU trains are used by a large number of women commuters for their daily travel and lack of this foremost basic amenity can cause inconvenience to them. Hence, the Committee desire that if it is not possible to provide toilets in these trains due to technical constraints, the Railways should consider replacing the older DEMU and MEMU trains with the new ones in a time bound manner. The Committee would like to be apprised of the steps taken in this regard and the time frame set for replacement of older design DEMUs and MEMUs with the new ones. Further, in view of the fact that the number of EMU trains in service are on the higher side as compared to DEMUs and MEMUs, the Committee desire that the Railways should reconsider its policy and explore the possibilities of providing EMU coaches with toilet facilities.

### **Reply of the Government**

At present, only newly manufactured Trailer Coaches of Mainline Electrical Multiple Unit (MEMUs) services, running on the main corridors are being provided with one toilet on either side for convenience of passengers. It would not be desirable to condemn older MEMUs (without toilet facility) before completion of codal life as huge investment has been done in these trains.

EMUs are running only as Suburban services of Metropolitan cities having high density and short distance traffic. These Trains have frequent stoppages and adequate Toilet facilities are available at suburban stations. Provision of Toilet in EMU Train will reduce passenger carrying capacity of trains causing inconvenience to the commuters especially during rush hours/peak seasons. Therefore it is not considered desirable to have provision of toilets in EMU trains adversely affecting carrying capacity.

(OM No. E(W)2014/BP-1/2 dated 10-11-2015)

## CHAPTER IV

### OBSERVATIONS/RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

#### Recommendation (Para No. 2.1)

#### STRENGTH OF WOMEN EMPLOYEES IN RAILWAYS

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

make efforts to increase the number of women recruited directly in Group A and B posts to make the management of the organization more gender sensitive.

### **Reply of the Government**

There is no discrimination on ground of Gender in the railway. All posts are open for the women candidates who apply and get selected. A large number of women candidates have been applying and have been empanelled in the recent recruitment exercise conducted for open market recruitment to posts in Pay Band-1 (Grade Pay: Rs.1800/-) conducted recently on the railways owing to measures like fee waiver, relaxation in physical Efficiency standards etc. Therefore there arises no need for conducting a special requirement drive to posts in Pay Band-1 (Grads Pay: Rs.1800/- of women candidates on the railways. Recruitment into Group-A posts of various Departments is done as per the Central Government's policy, through the Union Public Service Commission (UPSC). At present, there is provision for reservation for SC/ST/OBC communities and also physically Disabled (Horizontal reservation).

Further, a special drive exclusively for women will be violative of the constitutional provision of right to equality and opportunity on employment. For, any such measure, Ministry of Railways can not take any unilateral action but requires directive from the nodal department of Union of India, i.e. DOP&T.

(OM No.E(W)2014/BP-1/2 dated 10-11-2015)

### **Comments of the Committee**

(Please see Paragraph No. 8 of Chapter I)



## **Recommendation (Para No. 2.2)**

### **CRECHE FACILITY FOR CHILDREN**

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

### **Reply of the Government**

Wide publicity in the form of notification and calling applications from women employees availing crèche facility was given at the time of opening of crèche existing on Railways. Most of the existing crèches have been set up in the office and Railway colonies for ease of access to these crèches by women employees.

The recommendation regarding exploring the possibility of providing some financial assistance to the women employees for availing private crèche facility in the

absence of a crèche at workplace is not feasible for acceptance in view of the constrain in availability of funds.

(OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Comments of the Committee**

(Please see Paragraph No. 11 of Chapter I)

### **Recommendation (Para No. 2.5)**

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

The Committee are informed that no woman employee is generally assigned odd hours of duty by the Railways and even if they are required to stay back due to exigencies of work, it is ensured that they get conveyance to go back to their homes. The Railways has also informed that no demand for conveyance has so far been made by the staff. However, the Committee have learnt during their study visits that many women employees are not happy with the working hours of the Railways and feel that the late working hours have an adverse impact on the healthy balance between their personal and professional lives. Hence, the Committee recommend that the Railways should explore the possibilities of providing flexible working hours to women employees in all possible job areas. The Committee further note that though at present, the employees working in the second shift in reservation counters work till 8 pm on week days, the Railways is mulling over increasing the working hours of PRS counters in zonal railways beyond 8 pm on week days and beyond 2 pm on Sundays, subject to demand from passengers and availability of manpower. In that eventuality, the Committee would like the Railways to arrange for conveyance facilities at odd hours to its women employees if they are assigned duty in PRS counters beyond 8 pm. The Committee would like to be informed of the steps taken in this regard.

## **Reply of the Government**

Under the Railway Servants (Hours of Work and Period of Rest) Rules, 2005, there is no bar to deploy women employees during night shift. As regards, providing flexible working hours to women employees, it is mentioned that this Ministry abides by the instructions regarding working hours as decided by the Government of India. It is not feasible to take a unilateral decision in the matter. Regarding conveyance facility, it is mentioned that instructions have been issued by the Government for payment of transport allowance to all its employees.

(OM No. E(W)2014/BP-1/2 dated 10-11-2015)

## **Comments of the Committee**

(Please see Paragraph No. 14 of Chapter I)

## **Recommendation (Para No. 2.21)**

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

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

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

### **Reply of the Government**

Separate toilets for ladies are provided as per norms at all the stations of 'A-1' to 'E' category stations i.e. at 6333 number of stations.

(OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Comments of the Committee**

(Please see Paragraph No. 32 of Chapter I)

## **CHAPTER V**

### **OBSERVATIONS/RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT ARE STILL AWAITED.**

#### **Recommendation (Para No. 2.9)**

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

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

#### **Reply of the Government**

Against work sanctioned in 2007-08 supplementary Budget, detailed estimate for implementing an ERP based HRMS is under consideration. The project shall have a centralized employees database as suggested by the Committee.

(M/o Railways, OM No. E(W)2014/BP-1/2 dated 10-11-2015)

#### **Comments of the Committee**

(Please see Paragraph No. 17 of Chapter I)

## **Recommendation (Para No. 2.15)**

### **RAILWAY SECURITY PERSONNEL**

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

### **Reply of the Government**

Proposal for amendment in the RPF Act is in consultation stage with States. Present position of comments received from States is as under-

<u>Comments received:</u>	25 States/UTs
States/UTs agreed	07
States/UTs opposed	17
No comments	01
 <u>Reply not received:</u>	 06 States

Not consulted:

04 UTs

States agreed (07)

Goa, Karnataka, Mizoram, Sikkim, Rajasthan, Puduchery & HP

States opposed (17)

Delhi, AP, Arunachal Pradesh, Bihar, Chhattisgarh, Gujarat, J&K, Kerala, Nagaland, Odisha, Punjab, MP, TN, Tripura, UP, Assam and WB (17)

No comment to offer (01)

Andaman & Nicobar

No response (06)

Haryana, Jharkhand, Maharashtra, Manipur, Meghalaya & Uttarakhand

Not consulted (04)

Dadra & Nagar Haveli, Laksh Dweep, Chandigarh (Haryana) and Daman & Diu.

Zonal Railways have been advised to ensure that coordination meetings be held at regular interval of time at the level of RPF Post-GRP Thana, Sr.DSC/DSC-SRP & CSC-IGP/Rly so that adequate security is provided to passengers and also to ensure that slippages in security do not occur as recommended by the Committee.

(OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Comments of the Committee**

(Please see Paragraph No. 23 of Chapter I)

## **Recommendation (Para No. 2.18)**

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

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

### **Reply of the Government**

Issue has been taken up with Ministry of Finance vide letter no. 2014-Sec(E)/PO-2/2, dated 28.05.2015. Another DO letter from Member Staff to Secretary, Department of Expenditure vide no. 2014-Sec(E)/PO-2/2, dated 07.08.2015 has been sent for arranging necessary sanction at the earliest. Sincere efforts are being made for getting sanction of Ministry of Finance on the above proposal.

(M/o Railways, OM No. E(W)2014/BP-1/2 dated 10-11-2015)

### **Comments of the Committee**

(Please see Paragraph No. 26 of Chapter I)

**NEW DELHI;**  
**18 December, 2015**  
**27 Agrahayana, 1937 (Saka)**

**BIJOYA CHAKRAVARTY,**  
**CHAIRPERSON,**  
**COMMITTEE ON EMPOWERMENT OF WOMEN**



**COMMITTEE ON EMPOWERMENT OF WOMEN (2015-2016)**

**MINUTES OF THE FIFTH SITTING OF THE COMMITTEE HELD ON FRIDAY, THE 18  
DECEMBER, 2015.**

The Committee sat from 1000 hrs. to 1100 hrs. in Room No. 130 (Chairperson's Chamber), First Floor, Parliament House Annexe, New Delhi.

**PRESENT**

**Smt. Bijoya Chakravarty** - Chairperson

**MEMBERS**  
**LOK SABHA**

2. Smt. Renuka Butta
3. Smt. Rama Devi
4. Smt. Riti Pathak
5. Smt. Rita Tarai
6. Smt. R. Vanaroja

**RAJYA SABHA**

7. Smt. Jharna Das Baidya
8. Smt. Kahkashan Perween
9. Smt. Kanak Lata Singh
10. Smt. Bimla Kashyap Sood
11. Shri A.V. Swamy
12. Smt. Wansuk Syiem

**SECRETARIAT**

1. Smt. Reena Gopalakrishnan - Deputy Secretary

2. At the outset, the Chairperson welcomed the members to the sitting of the Committee. The Committee thereafter took up for consideration the Draft Action Taken Report on the action taken by the Government on the recommendations contained in their Third Report on the subject 'Working Conditions of Women in Railways and Amenities for Women Passengers'. After discussing the Draft Report in detail, the Committee adopted the Draft Report without any modification.

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

4. \*\*\*\*\*

The Committee then adjourned.

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\*\*\*\*\* **Matters not related to this Report.**

(Vide Para 4 of the Introduction)

**ANALYSIS OF ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE THIRD REPORT (SIXTEENTH LOK SABHA) OF THE COMMITTEE ON EMPOWERMENT OF WOMEN (2014-2015) ON 'WORKING CONDITIONS OF WOMEN IN RAILWAYS AND AMENITIES FOR WOMEN PASSENGERS'.**

(i)	Total No. of Recommendations	25
(ii)	Observations/Recommendations which have been accepted by the Government: Para Nos. 2.4, 2.6, 2.7, 2.8, 2.10, 2.11, 2.12, 2.13, 2.14, 2.16, 2.17, 2.19, 2.20, 2.22, and 2.25	15
	Percentage	60%
(iii)	Observations/Recommendations which the Committee do not desire to pursue in view of the replies of the Government: Para Nos. 2.3, 2.23 and 2.24.	03
	Percentage	12%
(iv)	Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee Para Nos. 2.1, 2.2, 2.5, and 2.21.	04
	Percentage	16%
(v)	Observations/Recommendations in respect of which final replies of the Government are still awaited:  Para Nos. 2.9, 2.15 and 2.18	03
	Percentage	12%

