

Chapter 3 → Protection of Passengers and their belongings including Strategy to Control Crime

The most important aspect of any security strategy is to ensure the safety and security of its passengers. The Railways are the most preferred mode of transport in India and are spread over a vast geographical area of over 64015 route kilometres and 7030 number of stations. The Citizen Charter of Indian Railways spells out the railways commitment to provide safe and dependable train services to passengers.

3.1 Security of Passengers

The security of railway passengers is interlinked with the security and safety of railway assets used by the passengers viz the railway stations and trains. The GRP by virtue of being a wing of the State Police is responsible for the prevention and detection of crime and maintenance of law and order on station premises /circulating areas and trains. The RPF was responsible for the security of Railway property. The security of passengers and passenger area was also entrusted to the Railway Protection Force in 2003 through an amendment in the RPF Act.

To fix yard sticks /norms for the procurement of security related equipments for use of RPF /RPSF personnel, the IR set up a Norms Committee in December 2006. The norms for procurement of security related equipment were issued in September 2007. Consequently the Railways spent a sum of ` 67 crore on procurement of these equipments during 2007-08.

Increasing traffic density and the increase in the threat perception to the Indian Railways called for a paradigm shift from the existing level of ad-hoc preparedness to a readiness to handle any disastrous situation triggered by a security lapse. The norms committee merely fixed the yardsticks for the procurement of security related equipment. No cohesive plan for ensuring passenger safety had been devised and put in place. Thus, the Railways continued to be perceived as a soft target in the domestic arena. Being a state owned asset railways is also a ready target for any terrorist /agitator or extremist desirous of making his presence felt.

The Committee of Secretaries decided in January 2007 that the Ministry of Railways needs to prepare a **Composite Security Plan**. A High Level

Recommendations of High Level Committee

- Installation of state of the art Electronic Surveillance System of International standards covering entry/exit points, Platforms, Waiting Halls, Concourse area, Circulating area, Parking area and vital installations at the Railway Stations.
- A comprehensive communication network with one walkie talkie set for every RPF personnel on duty along with a control room at divisional level for better co-ordination.
- Access control solutions for railway stations for filtering out bonafide passengers from potential miscreants and saboteurs with judicious use of HHMDs, DFMDs and X-ray baggage scanners for random checking in passenger area in adequate numbers.
- Minimise security hazard, a need to decongest the station was emphasised. This included closing of all unauthorised entry/exit points.

Committee on Composite security plan for the Indian Railways (Committee) was constituted (May 2007) under the chairmanship of Additional Director General /RPF to study the requirements of a security system and to formulate a composite plan for the railways. The Committee submitted its recommendations in January 2008. The Committee while analysing the vulnerability of Railway assets classified railway stations as the most vulnerable of Railway assets, followed by trains- both passenger and goods and then railway tracks connecting railway stations including

bridges and crossings. The Committee identified 202 stations all over the country and Metro, Kolkata as sensitive for terrorist/insurgent attack.

3.2 Securing Railway Stations

In the aftermath of terrorist attack on 26th November 2008 at Mumbai Chhatrapati Shivaji Terminal (CST) station of CR, the top priority before the IR is to secure their railway stations. Both RPF and GRP are required to be present at railway stations. Most of the large railway stations serve as shelters for homeless and destitute people. The entry of unauthorised coolies, vendors and large number of visitors lead to unmanageable crowds on railway platforms. Security threats are further compounded by the existence of unmanned multi entry and exit points at stations. Low ratios of security personnel to passengers make it difficult for them to provide security. Both GRP and the RPF are involved in this exercise.

Audit conducted a sample check of 74 stations. This sample included 41 stations identified by the High Level Committee as sensitive for terrorist/naxalite attack. The macro view emerging out of the check of these 74 stations is indicated in following table.

Number of stations	Number of entry /exit points	Number of authorised entry points guarded	Number of entry (other than in column 2)points guarded	Number of DFMDs installed	Number of CCTVs	Number of baggage scanners
1	2	3	4	5	6	7
41 High risk stations	249	177 (71 %)	34 (35%)	108 (43 %)	26	5
33 other stations	87	54 (62%)	16 (21%)	23 (26%)	12	1

The detailed position as emerging in zones is shown below:-

- (i) Entry points into station premises have been designed with a view to check ticket-less travel. In almost all the 74 stations examined, entry into the station premises is unrestricted as there are multiple entry/exit points. Out of the total 338 authorised entry/exit points at these stations, only 231 (70 per cent) were guarded. Out of the 74 stations test checked, no guards were provided at any of the authorised entry points at 19 stations. This included stations like Kanpur, Siliguri and New Jalpaiguri.
- (ii) Apart from authorised entry/exit points, there were 175 unauthorised entry/exit points (52 per cent of the authorised entry/exit points). Of these only 28 per cent were guarded.



Unrestricted entry-Hazrat Nizamuddin, NR



Unrestricted entry-Sealdah Station , ER

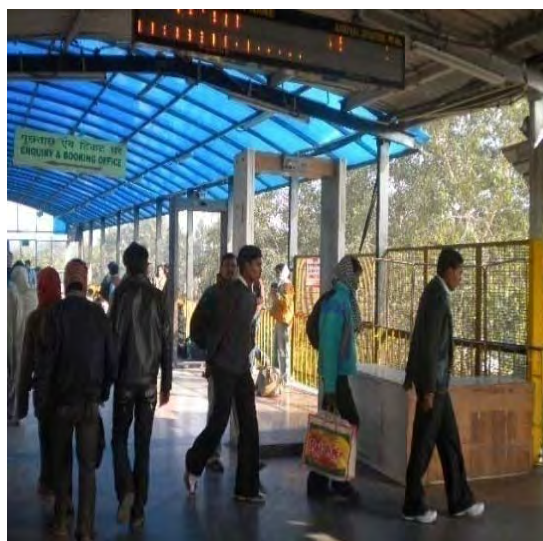
In ECoR, NCR and SCR of the four stations each checked, only three out of the 38 unauthorised entry points were guarded. In WCR, at the four stations test checked there were 19 unauthorised entry points, of which only three were guarded.

- (iii) Persons entering parcel offices have easy access to platforms. At present parcel offices are located adjoining the platform having entry from outside as well as from the platform. These are potential entry points for miscreants into stations unchecked and pose a grave security risk.

- (iv) The Norms Committee had recommended that a Door Frame Metal Detector (DFMD) be provided at all authorised entry points /exit points. A test check, however, revealed that Door Frame Metal Detectors (DFMDs) were provided at only 131 entry points comprising 39 per cent of the authorised entry points.

Even at the most vulnerable stations like Mumbai CST, New Delhi, Hazrat Nizamuddin, Borivali etc. all the entry points were not secured with DFMDs.

In 28 of the stations checked none of the entry points had any DFMDs installed. This included stations like Bhubaneswar, Puri, Danapur and Lucknow. It was also observed that many of the DFMDs were not working properly. Further, a large number of DFMDs were not manned making their presence irrelevant. There were also huge gaps along side of the DFMDs through which any person could enter the platforms without any check



Unmanned DFMD at Hazrat Nizamudin station



Gaps near DFMD at Church Gate (WR)

- (v) Closed Circuit Television (CCTV) cameras were provided at only 38 out of the 74 stations test checked. However, the quality of pictures emerging in the CCTVs was poor making it very difficult to identify the images.
- (vi) X-Ray luggage scanners were provided only at seven stations. It was noticed that none of the four stations on SER, seven stations in NER, four stations in ECR, 10 stations in NFR, four stations in SWR, four stations in WR, four stations in NCR, four stations in SCR and four stations in NR were provided with luggage scanners.

3.2.1 Integrated Security System (ISS)

As a follow up to the recommendations of the Committee, the Railway Board decided in July 2008 to implement an Integrated Security System (ISS) over Indian Railways for augmenting the existing security system of the Railways at the identified high risk stations. The ISS consists of four broad areas –

- (i) Internet Protocol (IP) based Closed Circuit Television (CCTV) surveillance system for watching the movement of people on the platforms.
- (ii) Access Control solutions for filtering out bonafide passengers.
- (iii) Personal and baggage screening system such as DFMDs, HHMDs, x-ray baggage scanners etc.,
- (iv) Bomb Detection and Disposal System (BDDS).

In October 2009, The ISS scheme was slightly modified and separate short term and long term plans were formulated for strengthening the security cover over Indian Railways.

The short term plan was to be implemented over all the zones by March 2010. The Zonal Railways were to provide (i) CCTV surveillance system, (ii) Access control systems (iii) Personal baggage screening system, (iv) Bomb detection and disposal system (BDDS), (iv) Country wide E-networking up to the level of important RPF posts to ensure smooth and speedy flow of information/data in the organization. The scheme included Door Frame Metal Detectors (DFMD), Hand Held Metal Detectors (HHMD), Night vision devices, Walkie-talkie sets, VHF sets.

This plan was to be implemented in two phases. In phase-I, the ISS was to be implemented over 66 stations of 16 zones during 2008-09 and phase-II was to cover 71 stations over 16 zones during 2009-10.

Railway Board in September 2008 circulated the detailed programme for implementation. The Railways were instructed to forward detailed proposals to the Railway Board for necessary re-appropriation from passenger amenity head for 2008-09 for implementing phase-I. Railway Board in June 2009 revised their earlier decision and directed the concerned zones to submit detailed proposals of the ISS for inclusion in the works programme of 2009-10.

3.2.2 Bomb Detection and Disposal squad (BDDS)

Railway Board issued (March 2006) directions to all Zonal Railways to acquire Bomb Detection and Disposal Equipments and form Bomb Disposal Squads in each division as the zones /divisions were dependent on local police and army sources. Railway Board further directed that willing staff be used for the purpose. Further, in Western Railway, 28 officials were trained for this purpose though no squad has yet been formed (March 2011). The Chief Security Commissioner (CSCs) procured equipment valuing Rs 2.24 crore which were distributed to its divisions. The material is, however, lying unused in stores. In Central Railway, seven security personnel were trained for bomb

detection. A BDDS has been set up at Pune (GRP) and one BDDS is planned to be set up at Mumbai (RPF). Other Railways are yet to set up any BDDSs.

3.2.3 Dog Squads

As part of the Integrated Security System, it was envisaged that dog squads be formed and adequate sniffer dogs be provided at recommended railway stations. Sniffer dogs are utilised at important Railway stations for anti-sabotage checks and detection of explosives in trains, reservation offices and platforms. RPF sniffer dogs are also rendering assistance to GRP for anti-sabotage checking and other important works whenever required.

Audit observed the following:

- Though dog squads had been provided at all Zonal Railways and Metro Railway, Kolkata the actual strength was only 292 dogs as against the sanctioned strength of 405 dogs. There was a vacancy of 113 dogs (about 28 per cent).
- Records available in respect of dog squads revealed that though dogs were used for patrolling at stations, in trains and yards and other important



places, no records relating to the results of such patrolling have been made available. From the monthly reports of dog squads in SCR, it was observed that there were no cases of crime detected by dogs during 2005-10, casting doubts about their effectiveness.

- In WR it was noticed that 12 dogs have been hired by Senior Divisional Security Commissioner, Mumbai Central for stations at Churchgate, Mumbai Central, Borivali, Surat and Virar incurring an expenditure of ₹48.13 lakh upto March 2010. Further, Records of Chief Security

Commissioner/WR indicated that the hired dogs were unable to locate and identify gunpowder, explosives etc. as they had no training in detecting explosives. IR, however, stated that Chief Security Commissioner/RPF Western Railway has already been advised to ensure immediate purchase and training of RPF dogs and to stop the outsourcing of dogs.

A review of implementation of the ISS revealed the following:-

- The ISS envisaged covering only 137 stations in both the phases. Even phase I of the short-term plan (covering 66 stations by March 2009) has not yet been implemented in any zone.
- No expenditure has been incurred other than the tender processing cost as of March 2010.
- Audit scrutiny revealed that DFMDs had not been installed at a large number of exit/entry points at even the high risk stations checked by audit.
- Though setting up of BDDS and dog squads was part of the ISS, no action was taken within the scheme to ensure their proper implementation.

Regarding communication facilities, as of now IR have provided Closed User Group (CUG) phones only to officers and supervisors in the field so that the same can be used for rescue and relief work in case of accident /disaster. IR is still in the process of providing other modern telecom facilities to its security staff.

Review in Audit revealed that 18937 nos of walkie talkies and 1248 nos. of VHF sets provided to the security personnel in zones were not evenly distributed. The zones had walkie talkie sets ranging between three to 20 per cent (NR- 20 per cent and ECoR-3 per cent) of the total. Similar uneven distribution of VHF sets was seen over zones ranging between two to 12 per cent. Similarly, the distribution of bullet proof jackets was uneven. Whereas in four zones there was shortage of bullet proof jackets, these are in excess in two zones.

Thus, a scheme which was to be implemented at 137 stations by March 2010 is still at the preliminary stage. IR stated (May and July 2011) that under the Works Programme 2009-10, civil works in the zones have been approved at an estimated budget of ` 353 crore. They added that tenders have been awarded in SR, SCR, NR (Delhi Area Stations) and Kolkatta Metro. The system is under various stages of tendering in the remaining Zonal Railways.

Further, the procurement of DFMDs, HHMDs etc. is still under process and orders placed for night vision devices, Walkie- talkie sets etc costing ` 67 crore are nearing completion. They also stated that the scheme was to be implemented over all the 202 high risk stations identified by the High Level Committee on security.

3.2.4 Implementing the Long Term Security Plan

The Committee had recommended a long term action plan for security. It recommended the following:-

- A. Legal empowerment of RPF
- B. RPF to act as single security agency for railway security
- C. Up-gradation of training facilities in various training institutes
- D. Multi skill training to all RPF/RPSF personnel.

Issues A & B have been dealt with in **Paras 2.1 and 2.3.1** respectively and issues C & D have been discussed in **Paras 5.4.2 and 5.4.3** respectively.

3.2.5 Construction of Boundary Walls

Many of the stations were not secured with either boundary wall or fencing, which gives easy access to miscreants and other unauthorised persons to enter the platform unchecked. Alarmed by the increase in number of track crossings and encroachment cases, Railway Board in September 2008 instructed all Zonal Railways to construct boundary walls along the tracks. Initially the work of construction of boundary wall was included in the Integrated Security System. However, this item was later deleted from the scheme and funds required were to be assessed separately. General Managers were advised by the Railway Board to ensure construction of boundary walls based on threat perception and vulnerability, as assessed by the Zonal Railways.



Open area with no boundary wall at Santragachi station in SER

Open area with no boundary wall at Chennai station in SR

Audit review of the records in Zonal Railways revealed that the works have been completed in ECoR only. In NR, work has been completed only in one Division (Moradabad) while in another Division (Ambala) the same is in progress. In other five zones (NWR, CR, ECR, SCR, SER) works are in progress. In eight³ zones no work has been undertaken so far. It is seen from the progress of work that the zones have not taken up the work compromising the security at stations. IR has intimated (July 2011) that fund constraint is being faced in providing boundary wall in all the sensitive stations.

³ SR, SWR, NER, NCR, ER, SECR, WR, NFR, WCR.

3.2.6 Deployment of Security Personnel

On an average one to ten GRP personnel are deployed at each important railway station to maintain law and order. While the passengers originating were 5725 millions in 2005-06 which increased to 7379.94 millions in 2009-10 (increase of 28.90 per cent), the deployment of GRP personnel was 31259 in 2005-06 which increased to 32312 in 2009-10 (increase of 3.37 per cent). This indicates that deployment of GRP personnel were not adequate.

A test check on the deployment of security personnel at New Delhi and Mumbai CST, two of the busiest and sensitive stations in the country revealed the following:

- At New Delhi railway station during the year 2009-10 about 114 mail/express trains originated/terminated and about 1.86 lakh passengers originated daily besides the passengers disembarking whose figures could not be collected in Audit. As against such huge volume of passenger movements only 375 security personnel (249 RPF and 126 GRP) were deployed to maintain the security at the station.
- Similarly in Mumbai CST, 1258 trains (including suburban trains) originated/terminated daily and the number of passengers originating daily during 2009-10 was 2.40 lakh. As against this the security personnel deployed daily were only 159 (110 RPF and 49 GRP).

The above deployment of security personnel seems to be grossly inadequate for high risk stations like New Delhi and Mumbai CST. The above exercise indicates the need for increasing the deployment of security personnel in improving the security provided for passengers and passenger area.

The 15th Lok Sabha Standing Committee on Railways was dismayed to find that the Integrated Security System has not been effectively put in place. Except for an odd baggage scanner, door frame metal detectors (DFMDs) and the presence of a handful of RPF personnel in the stations, the Committee did not find any noticeable change in the way the security system functions.

The above audit indicates a distinct lack of consciousness on the part of the IR in controlling access to railway stations. Further no action has been taken to rationalise the arrival/departure of trains at important/major stations and to reduce the congregation of passengers.

IR in its reply (May 2011) stated the following:-

- Decongestion in station premises/circulating area require involvement of concerned municipal authorities, state police, GRP and other state agencies. At present measures like extra deployment of security staff and stopping the sale of platform ticket etc. are adopted to decongest stations during specific periods.
- Construction of boundary wall in sensitive/vulnerable stations has been taken up in consultation with finance Directorate of Railway Board.
- Integrated Security System under implementation over Zonal railways envisages surveillance system of international standard over 202 sensitive stations.

- Formation of BD&DS at important and sensitive Railway stations has been taken up under “Integrated Security Scheme”. Till this is finalized, assistance of BD&DS of the concerned States and Army is taken as and when required.
- In July 2011, IR added that as the system (ISS) of this scale is being implemented for the first time in Indian Railways, Zonal Railways are facing problems with regard to availability of eligible vendors, inspection of equipment by competent authorities and availability of fund etc.

Reply of the IR is not conclusive as sufficient measures have not been initiated to decongest stations. Even entry to stations has not been restricted to ticket holders only. Existence of several unauthorised entry points and unguarded as well as sparsely equipped (with modern security gadgets) authorised entry points has rendered the stations vulnerable to attack. Further, ISS has not been implemented in any of the zones. Construction of boundary wall is proceeding very slowly.

No time line has been drawn for completing the action initiated despite IR being aware of the increased threat perception. No fresh targets have been fixed for implementation of the ISS nor is an effective monitoring mechanism in place for ensuring its timely implementation.

3.3 Managing Security on Trains

The maintenance and security of trains is a major area of concern as Railways have a linear territory, traversing inter-state lines. The GRP are responsible generally for the prevention and detection of crime on the Railways within their respective state jurisdictions. This includes maintenance of law and order within Railway premises and on running trains, registration of cases and their investigation. Their duties include prevention of offences against the travelling public and their belongings by patrolling of the platforms and escorting trains.

3.3.1 Reporting of crime

The crime reported against passengers for the period 2005 to 2009 was as follows:

Year	Murder	Attempt to murder	Dacoity	Robbery	Drugging	Theft of Passenger belongings	Total
2005	232	68	126	325	509	10846	12106
2006	240	71	156	359	477	10103	11406
2007	217	78	111	305	649	10939	12299
2008	213	81	98	274	608	11497	12771
2009	245	86	112	392	670	12403	13908

Source:- GRP Records

Despite under reporting of crime, the above figures indicate an increase in all types of crime during 2009 as compared to the previous years. Crime against passengers has increased by 15 per cent during the last five years.

Reports of drugging of passengers and looting of their belongings in trains and at Railway premises have increased. To tackle this menace the DG/RPF

(November 2009) nominated NR as the nodal office for coordinating with the CSC's of the concerned zones (NCR, NWR, WCR and ECR). As a result, joint Anti Drugging Teams were formed for escorting the affected trains and sharing of intelligence between different. Zones has resulted in reduction in cases or drugging of passengers. It was reported that due to the deployment of joint team, incidents of drugging in those trains have been controlled. However, figures available in the above table indicate an increase in drugging cases in 2009.

3.3.2 Problems in Reporting of Crime on trains

The reporting of crime committed on trains is a serious problem. Crimes are generally discovered/ reported only when the passengers reach their destination. Even if a crime is discovered early, the report can only be made at the next station. Here too only serious cases are reported as the victim has little time to file the First Information Report (FIR) with the GRP. Thus there is a tendency for under reporting of crime cases in trains. In most cases the FIR is lodged only at the final destination of the passenger and has to be transferred to the Thana having jurisdiction over the crime. This causes considerable delay in registration and investigation of crime.

The Railway Board in August 1997 issued instructions that FIR forms should be made available with coach attendants, conductors and guards and they should hand over the filled in FIR forms to the GRP for registration of cases. The earlier report (No. 9 of 2000) highlighted that despite orders issued by IR that First Information Report's (FIR) forms are made available on trains; these were not available in over 75 per cent of the checked cases. In the recent review conducted it was observed in Audit that, while display boards indicate that FIR forms are available with guards and coach attendants, in many instances the forms were not available with the coach attendants. Passengers were forced to approach the guards or get down for making complaints. It was further seen that in NCR and SWR forms were not available with the concerned staff. In Northern Railway, FIR forms were available with coach attendants, conductors and guards only in one division (Delhi).

IR in its reply (May 2011) stated that the RPF provides necessary assistance to the victim passengers to lodge FIR with the GRP and guidelines for availability of FIR forms and registration of the case with GRP already exist. It was further stated that Commercial Directorate is being requested to re-iterate the instructions for strict compliance.

The fact remains that it remains difficult for passengers to register an FIR due to non-availability of FIR forms and problems of establishing the jurisdiction of occurrence of crime.

3.3.3 Security Arrangements in Trains

The increase in the incidence of crime and threat from naxalites/terrorists has led to increased requirement of security arrangements in trains. Effective security arrangements on board trains, requires adequate deployment of staff, provision of security equipments to the escort personnel and efficient co-ordination between the RPF, GRP and the commercial staff on board the trains.

Recommendations of High Level Committee

- Increasing the number of uniformed police presence in trains proportionate to the number of compartments.
- Providing appropriate weapons and security gadgets to train escorts,
- Provision of some basic rescue equipments in each train,
- Introduction of public address system in all trains to caution the passengers in case of any eventuality

3.3.4 Train Escorting

Train Escorting is the primary responsibility of the GRP. However, with the amendment of RPF Act in 2003, the mandate of the RPF now includes protection of railway property, passenger area and passengers. The RPF is also escorting trains now both to augment the security in trains and for ensuring passenger safety.

Audit examined the security arrangements provided in ten trains in each zone. The results are as follows:

- Out of the 12709 train services per day (including suburban services) as of 2009-10 a total of 4019 trains (32 per cent) only were provided with escort.
- Out of the 161 trains examined 32 trains were escorted by GRP and 66 by RPF.
- In 28 trains (17 per cent of the test checked trains) both GRP and RPF were escorting the trains.
- The GRP guards were found armed only in 46 trains whereas the RPF guards were found armed in 89 trains.
- 35 out of 161 trains examined were not found escorted either by RPF or GRP personnel. These included prestigious trains like Trivandrum – Hazrat Nizamuddin Rajdhani, Mumbai – New Delhi Rajdhani, August Kranti Rajdhani, Mysore –Chennai shatabdi, Patna Garibrath and five other trains passing through the naxalite affected area and those prone to dacoity.
- As against the total 155 GRP personnel deployed, RPF deployed 523 personnel for escort in these trains. Further, in a number of cases the GRP personnel were disembarking at the end of their State jurisdiction and the fresh set of GRP did not board immediately. For instance in SECR, there

were 33 trains in which GRP escorts of adjoining states did not board the trains immediately after the GRP of the previous state disembarked after completion of their duty. During this interregnum, the trains remain unescorted. Thus the trains are running unprotected at several intervals making it vulnerable for the passengers as many cases of looting and dacoity are reported when the trains are not escorted by security personnel.

- In SECR, the GRP personnel were withdrawn from train escorting duties by the Chattisgarh and Maharashtra State Governments. The reasons for the same are not known to Audit.
- Rajdhani and Shatabdi trains in Southern Railway are not being escorted by security personnel. Further, though the Security Department directed that the security personnel on escort duty report to the train Guard before taking charge, this order was not followed in seven out of ten trains test checked. Further, two of the train crew reported that they had not seen the security staff.

Audit observed that with the increase in the risk perception in their area, both SER and ECR have increased the strength of escort parties by redeploying staff from less sensitive areas. They are also being better equipped with bullet proof jackets/helmets, sophisticated weapons, walkie-talkies, mobile phones etc. The strength of escort parties varies with the vulnerability of trains/section and availability of manpower.

In other zones also escort parties/armed guards are being constituted keeping in view the importance of trains to be escorted, vulnerability of route and the law and order situation of the areas and man-power availability.

Audit observed that despite increased sensitivity to security, many important trains were unescorted and the escorts were unarmed. The size of the escort party varied from zone to zone and frequently the escort party was unarmed. Even trains were left unescorted due to problems of jurisdiction.

IR in its reply (July 2011) stated the following:-

- The strength of train escort party cannot be specified by the Railway Board. It has to be decided by the local authorities considering the crime position.
- As far as RPF is concerned, the strength of RPF escort party should not be less than **1+3**. The strength of GRP is decided by GRP authorities.

However, the crime rate at stations and trains has increased over the last five years. Thus it is essential that a larger number of trains be escorted and the basic norms of size of party and arms to be carried need to be specified.

3.3.5 Impact of Train Escorting

The number of crimes cases in the unescorted trains is likely to be more than that in escorted trains. In fact, the number of crimes registered an increase in non escorted trains (4797 in 2007-08 to 6072 in 2009-10), while the number of crimes registered in escorted trains declined from 2781 in 2007-08 to 2571 in

2009-10. This indicates that escorting of trains by security guards has a positive effect in reducing crime.

Despite intensive escort duty being introduced, in August 2010, three cases of dacoity were reported in Danapur Division of ECR in three passenger trains in which passengers' belongings were looted. However it was noticed that only one train (No.3111 Up) was being escorted by security personnel. Besides these, several cases of dacoity, theft and molestation were reported recently from these areas, including the looting of Sealdah-New Delhi Lal Quila express in August 2010. In the Lal Quila Express though GRP personnel were escorting the train, they were unarmed and were not able to resist the armed dacoits. This shows that adequate *security* is not ensured for the passengers travelling in trains especially in crime *prone areas*.

Above incidents indicate that despite the reported increase in escorting of trains, and other security arrangements, cases of crime against passengers are on the increase. The action, therefore, taken by the security agencies in beefing up security of passengers appears to be grossly inadequate. The 15th Lok Sabha Standing Committee had also directed that the Railways should ensure that adequate armed RPF personnel should be located in trains passing through sensitive areas.

3.4 Mass Rapid Transit System at Chennai

The Mass Rapid Transit System (MRTS) at Chennai which runs from Chennai Beach to Velachery covering 17 stations was introduced to decongest traffic within Chennai city. In all 14 station buildings were constructed in two phases with a total floor area of 2,11,099 Sq. m. and the remaining station buildings are still under construction though opened for train services.

Due to poor patronage during off peak hours the stations were generally empty posing serious threat to the passengers from anti social elements. Reports of murder, chain snatching and harassment of elderly and women passengers were

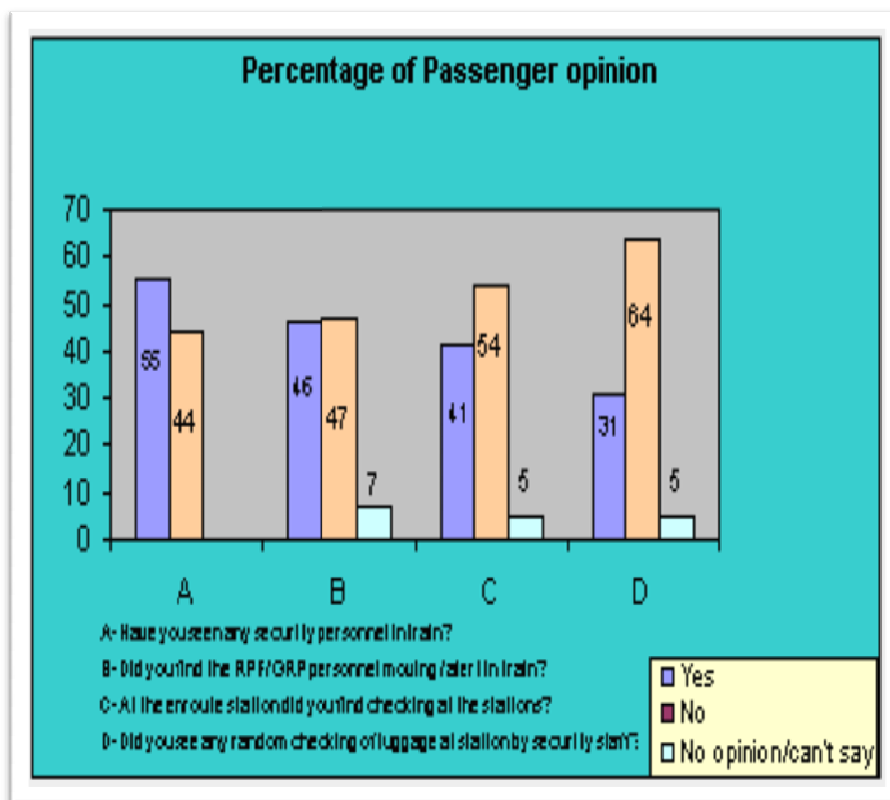


frequent. Though there was a proposal for creation of 58 posts for the MRTS in addition to the existing 46 posts of RPF, only 34 posts were created totalling the number of RPF personnel to 80 for the entire route, which are grossly inadequate considering the cases of crime reported.

3.5 Opinion of Passengers

In order to have first hand information from the travelling passengers about the security arrangements in Trains and stations Audit conducted an opinion survey. A feedback form containing a questionnaire was circulated among the passengers randomly. In all 1870 passengers in 16 zones responded. Majority of the passengers felt that a train journey was safe while 17 per cent felt it was unsafe.

The chart above shows opinion of passengers on some important security aspects in train travelling. While 46 per cent of passengers which participated in the opinion survey found that the security personnel in trains were alert/moving, 47 per cent stated that the security personnel were not alert.



Similarly 64 per cent passengers stated that they have not seen any random luggage checking by the security personnel at the enroute stations.

3.6 Conclusion

Despite being aware of the heightened threat perception, Indian Railways has not been able to implement several measures recommended by the High Level Committee for providing security to railway passengers at stations as well as in trains. There were large gaps in the security system formulated for ensuring passenger safety—both at the stations and on the trains. The security arrangements at stations test checked were found to be inadequate. No effort has been made to control access to railway stations and to decongest even sensitive high risk stations. Further, installation of state of the art electronic surveillance system has been slow and not up to international standards. The camera surveillance system installed was unsatisfactory. Care was not taken to install cameras at points which would ensure good visibility

Implementation of ISS on IR should have been viewed in the context of enlarging dimensions of terrorist threat to the railway network. Despite the magnitude of unprecedented terrorist attack on Mumbai CST station in Mumbai, implementation of the formulated plan viz. the Integrated Security System was slow. The ISS was to be implemented by March 2010 and is still to be implemented in any of the zones (March 2011). Boundary walls/ fencing of railway stations were excluded from the purview of the formulated plan viz. the Integrated Security System. Further, good lighting which is essential to deter crime of all types and facilitates surveillance was not considered for inclusion in the ISS.

Opinion of the passengers regarding security issues indicates that the IR need to ensure a more proactive role of the security forces in ensuring the security of its passengers.

The IR failed to frame any guidelines/norms regarding size of the escort party, whether it should be armed or not and which trains need to be escorted. The trains to be escorted were left to the local IR to decide based on manpower availability, threat perception of area and importance of the train. Further, there was no clear demarcation of the trains to be escorted by RPF and GRP staff respectively or whether they are to be escorted by both. In a number of cases the GRP personnel were disembarking at the end of their State jurisdiction and the fresh escort of GRP did not board immediately. Thus the trains are running unprotected at several intervals making it vulnerable to miscreants. In a number of cases the escort party was unarmed making them vulnerable to attack.

There were numerous problems in the registration of crime committed on moving trains. Despite existing orders FIR forms were not available in a large number of trains.

Recommendations

- *Urgent steps need to be taken to decongest railway stations especially those in sabotage prone areas and large cities. Stations need to be properly secured by constructing boundary wall /fencing, and restricting unauthorised entry. IR needs to ensure time bound implementation of ISS.*

- *The Electronic Surveillance System provided at many stations are out dated and do not cover the entire passenger area of the station. Systems of international standards need to be implemented at selected sensitive stations.*
- *Railways need to take necessary action to make available the FIR forms to all coach attendants and ensure that passenger complaints are registered with GRP and properly investigated.*
- *An effective coordinating mechanism needs to be worked out by the IR with the civil authorities regarding following issues:-*
 - *For handling railway related crime an effective mechanism needs to be worked out especially where the jurisdiction of crime is not identifiable.*
 - *To ensure that a larger number of trains are escorted, better coordination between the RPF and GRP is required. Coordination between GRP authorities in neighbouring states also needs to be improved to ensure that trains run continuously with escort.*
 - *It is essential that the IR either forms BD&DS of their own or coordinate with the State Authorities/Army to ensure availability of BD&DS at all stations.*
- *The IR needs to consider framing guidelines/norms regarding size of the train escort party as well as the criteria for escorting of trains with armed guards based on threat perception of the area and importance of the train.*