

Action Plan to strengthen the bus marshals Scheme in the NCT of Delhi- Draft report

Dialogue and Development Commission
Task Force for Women's Safety in Public Transport
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Abbreviations

CDV	Civil Defence Volunteer
CGM	Chief General Manager
DIMTS	Delhi Integrated Multi-Modal Transit System Ltd.
DSO	District Staff Officer
DTC	Delhi Transport Corporation
HFP	House Fire Party
HG	Home Guards
NCT	National Capital Territory
NGO	Non-Governmental Organization
PCR	Police Control Room
QRT	Quick Response Team
SDM	Sub Divisional Magistrate
SOP	Standard Operating Procedure

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1 Objective and background

The objective of this study is to evaluate the performance of the bus marshals scheme in the NCT of Delhi and create an Action Plan to strengthen the program. The scheme was introduced in 2015 to improve women's safety in public buses in Delhi.

Bus marshals are civil defence volunteers and home guards deputed in DTC buses and recruited by the Department of Revenue and the Directorate General of Home Guards respectively. Currently, there are 3356 marshals, of which HGs constitute 4.5 percent and CDVs constitute 95.5 percent.

2 Methodology

The methodology of the Action Plan includes a four-pronged approach:

- i. Survey of 150 female passengers along routes originating from 8 depots spread across the 4 zones in Delhi: The depots were selected based on the ridership of female passengers, in descending order, and two depots were selected from each zone. After cleaning up the data, 122 surveys were analyzed.

Table 1: Region-wise female passenger share in DTC non-AC buses along selected routes

S.No	Region	Depot	Percentage of female passengers along selected routes	Surveys
1	East	NND (Nandnagari)	45-75 ¹	10
		HPD (Hasanpur)		10
2	West	MPD (Mayapuri)		15
		PGD (Peeragarhi)		25
3	North	SBPL (Subhash Place)		15
		WPD (Wazirpur)		15
4	South	SNPD (Sreenivaspuri)		24
		SVD (Sukhdev Vihar)		8
Total				122

Source: DTC Survey, May 2019

The surveys included demographic details related to age, occupation, individual monthly income and cost on transport, travel details such as time and distance traveled, perception of safety and comfort, frequency of harassment and their response, awareness of the bus marshals program, and how it could be improved.

- ii. Focus group discussions with bus marshals deputed through the home guards and the civil defence volunteer program: Four focus group discussions with 36 bus marshals were organized at the regional depots located in Vasant Vihar, Nandnagari, Mayapuri and Subhash Place. The questions focused on their motivation to become bus marshals,

¹ Based on the survey conducted on the female passenger share in DTC buses in May 2019

recruitment, onboarding process and training received, challenges faced in performing their duties and how they could be supported to perform their duties.

Table 2: Focus group discussions with bus marshals

SNo	Zone and corresponding depot	CDV marshals	Home guard marshals	Date
1	East (Nandnagari Depot)	8	0	12.06.2019
2	West (Mayapuri Depot)	9	0	15.06.2019
3	South (Vasant Vihar Depot)	0	11	19.06.2019
4	North (Subhashplace Depot)	1	7	20.06.2019
	Total	18	18	

- iii. Literature review, discussions with DTC officials, Depot Managers, Regional Managers on the recruiting process, roles and responsibilities, standard operating procedures, operating and administrative control defined for the home guards and the civil defence volunteers deputed as bus marshals.

3 Findings

3.1 Female passengers

The findings of the surveys are summarized below:

3.1.1 Demography

Age groups

84 percent of the women surveyed were between 20-60 years of age, with 54 percent between 30-60 years. 13 percent of the women were less than 20 years of age.

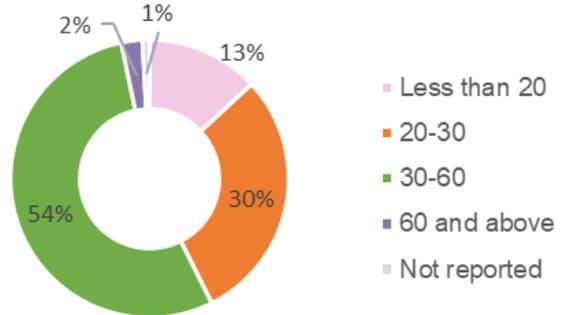


Figure 1: Demographic details of passengers surveyed

Current status

86% of the surveyed women were either employed, students or homemakers. The employed women ranged from household helps, cooks, security guards to typists, bank clerks, front desk and store front personnel, teachers, call centre workers, NGO workers and hospital workers.

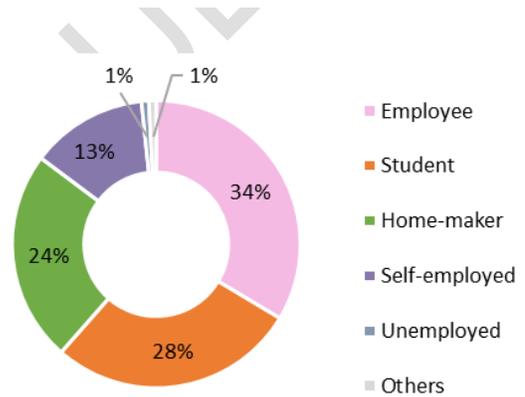


Figure 2: Status of passengers surveyed

Monthly bus pass

Only 33 percent of the surveyed women possess monthly bus passes.

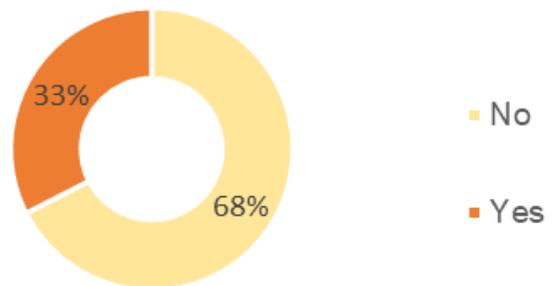


Figure 3: Percentage of passengers possessing a bus pass

3.1.2 Travel details

Trip purpose

67 percent of the trips were made for work and education purposes while the rest were for household chores or care work, shopping, health and social or recreation.

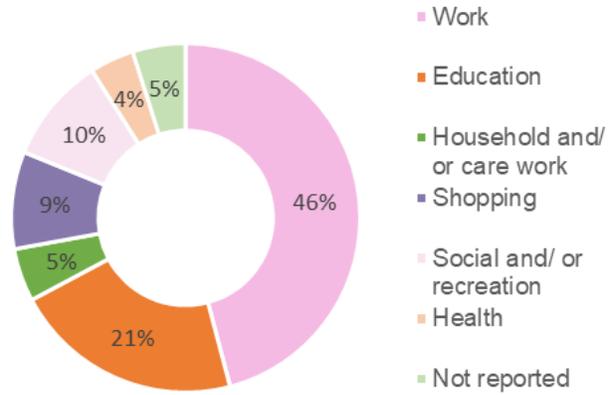


Figure 4: Trip purpose of passengers surveyed in bus

With age, percentage of women travelling for education decreased and percentage of women travelling for work and household care purposes increased.

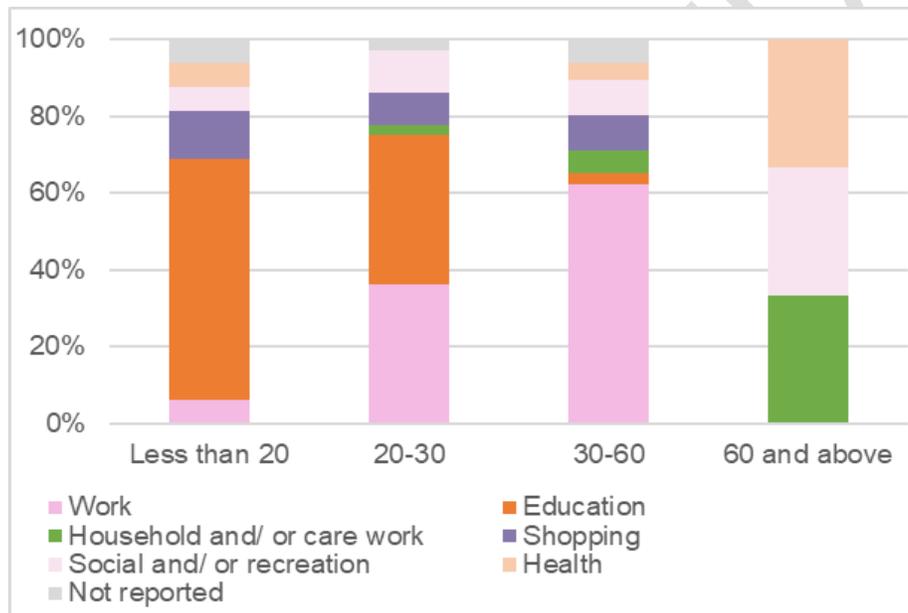
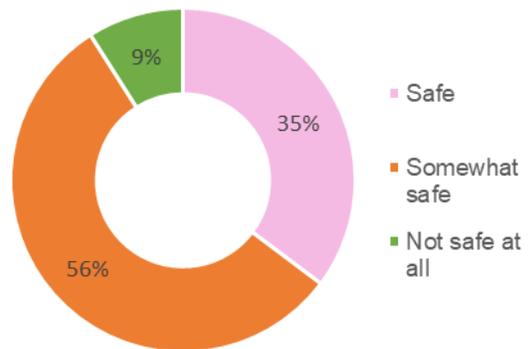


Figure 5: Trip purpose distribution of passengers surveyed

Perception of safety inside the bus

65 percent of the women considered the buses somewhat safe (56 percent) or unsafe (9 percent).



Perception of comfort inside the bus

66 percent of the women were somewhat comfortable (57 percent) or uncomfortable (8 percent).

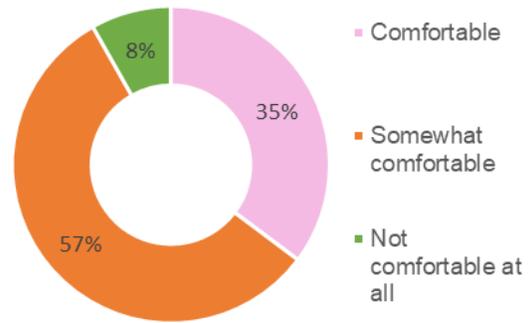


Figure 7: Perception of comfort inside bus of passengers surveyed

Can you explain why?

Less than 15 percent of surveyors said they had no issues with the condition of the buses. Close to one-third of the women surveyed said the bus travel was unsafe, crowded and uncomfortable, buses were unclean, with poor frequencies and that they had no other option.

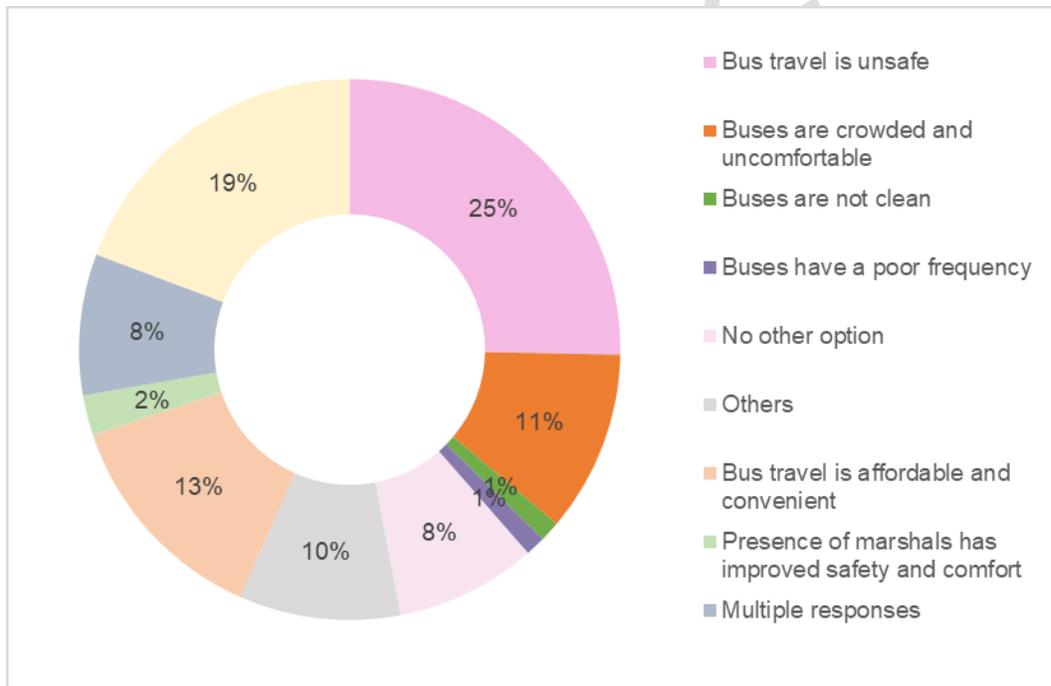


Figure 8: Reasons behind safety and comfort levels in buses

Have you faced harassment in the bus?

33 percent women reported they were harassed in the buses.

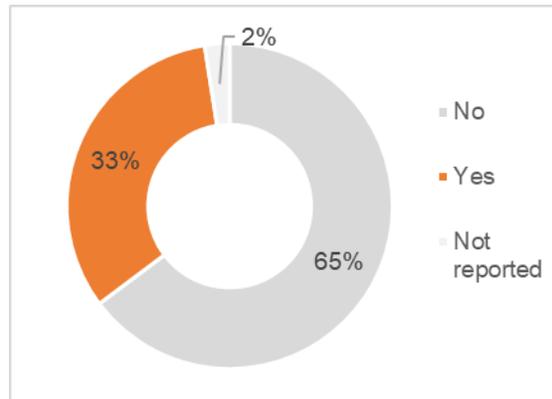


Figure 9: Percentage share of women who have faced harassment in buses

A chi-square test shows a statistically significant relationship between age of a women and whether they are being harassed. 60 percent of women under 20 years of age and 45 percent between 20-30 years of age reported that they had faced harassment.

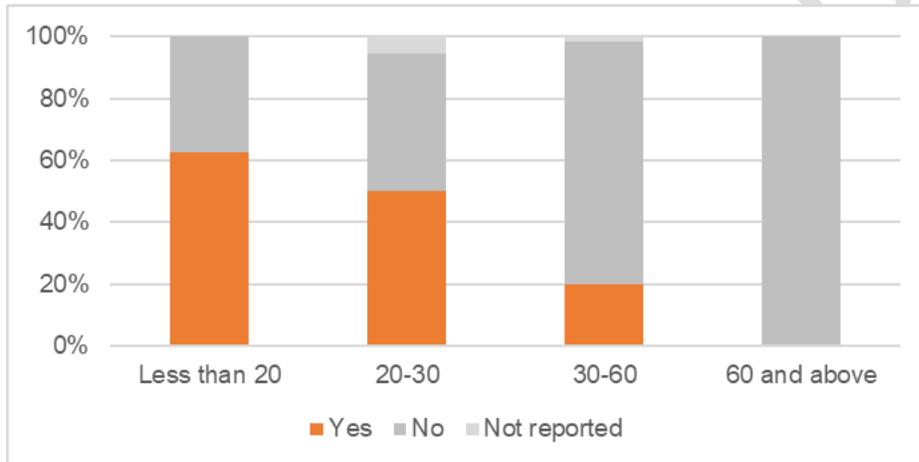


Figure 10: Harassment faced in the bus, disaggregated by age

Frequency of harassment

70 percent of women faced harassment, daily, more than twice a week, occasionally (2-4 times a month). Only 20 percent of the women reported they were rarely harassed.

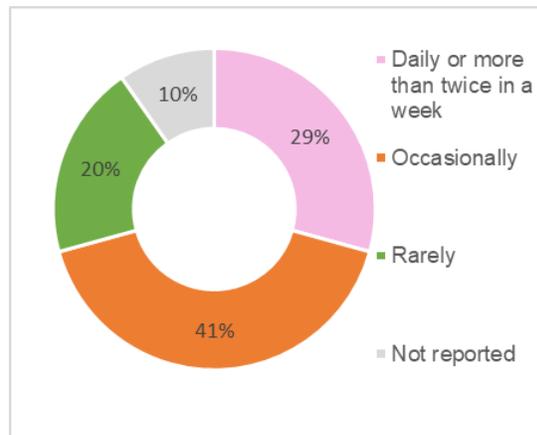


Figure 11: Frequency of harassment faced by women in buses

Type of harassment

Women faced different types of harassment – physical (groping, touching), visual (staring or leering), and verbal (passing lewd comments). Women also reported facing multiple forms of harassment.

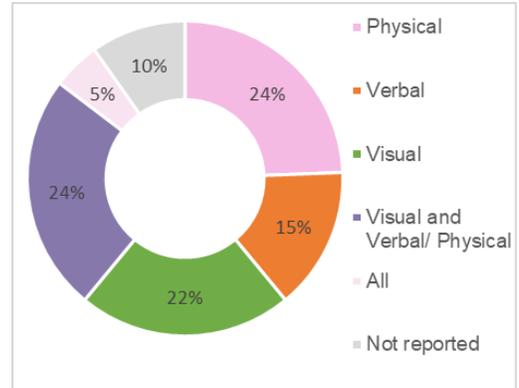


Figure 12: Type of harassment faced by women in buses

What action did you take?

More than 50 percent of the women who reported being harassed said that they ignored it and moved away. 24 percent of the women accosted the culprit. Only 5 percent of the women reported to the conductor while the rest asked their fellow passengers for help.

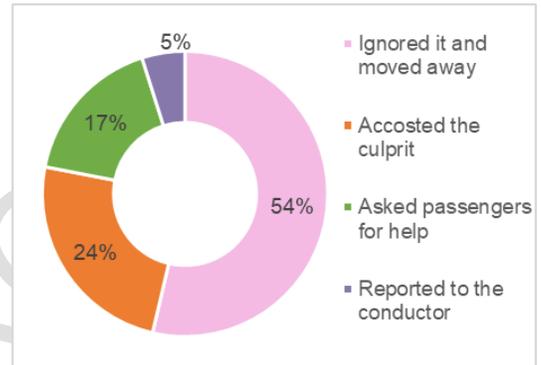


Figure 13: Response and action taken in case of harassment

A chi-square test shows a statistically significant relationship between age of a women and how they react to it. Most women between 20-30 years ignored it compared to those under 20 years of age and those above 30 years.

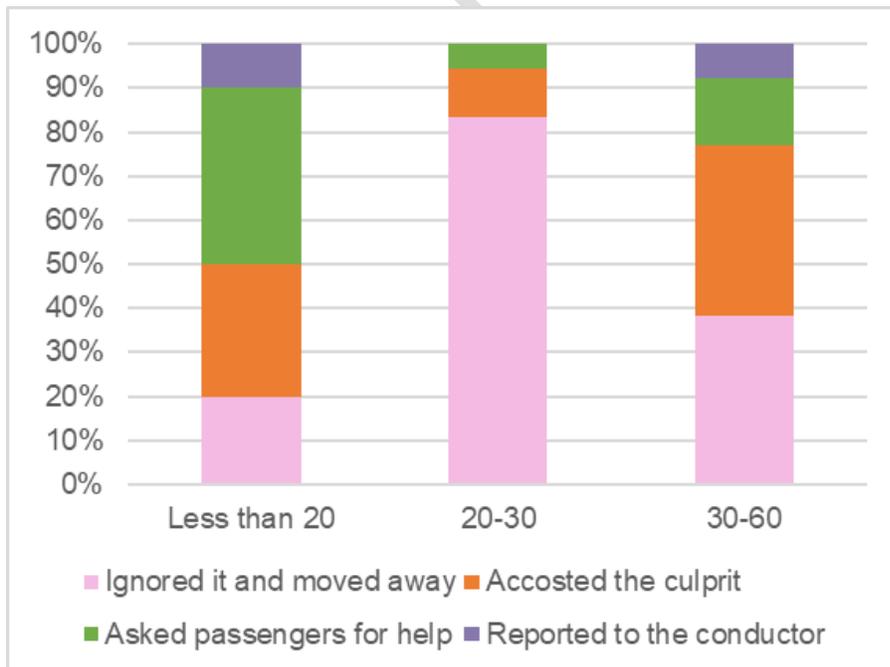


Figure 14: Analysis of type of response with respect to age of passengers

If you ignored the harassment, why?

The reasons for ignoring harassment were fear of attracting attention, making matters worse, that their complaint would not be taken seriously as the harassment was not overt or that there would be no outcome. Some women did not know what to do or whom to report to.

If you reported it, what was the outcome?

In cases where women complained or reported the harassment, only in 5 percent of the cases had the bus marshals intervened. The rest of the cases the accused was either made to get off the bus or change seats.

Awareness of the program

45 percent of the women did not know about the bus marshal program.

Upon further questioning it was found that 50 percent of the women were either unaware of the bus marshals or unsure regarding their function. Only 16 percent were aware that they were for the safety and security of the passengers. Others assumed that they were present to assist the driver or the conductor or to better manage the crowd.

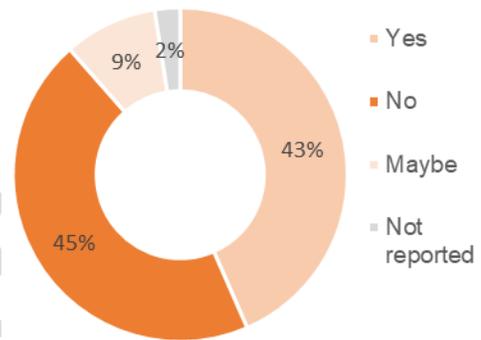


Figure 15: Awareness on the bus marshal programme

How can the program be improved?

Only 7 percent women were satisfied with how the program was running. Women suggested that bus marshals be more pro-active and vigilant, recommended bus marshals in all buses, in the morning hours and female bus marshals. Women feel more comfortable reporting to a female bus marshal and that she would be more sensitive to their needs and problems.

How can your bus journey be improved?

Women in the survey asked for increased frequency of buses, especially AC buses and cluster buses and addressing theft. The bus marshal program could be better improved by making them more vigilant, pro-active and sensitive to the needs of the women. Women enforcers would also help the women passengers feel safer.

3.2 Recruiting, onboarding process, standard operating procedures for Civil Defence Volunteers and Home Guards and support provided

The key findings are summarized from the organizational set-up and recruiting process of the bus marshals (Annexure 1), roles and responsibilities (Annexure 2), standard operating procedures (Annexure 3), special checking drive by DTC (Annexure 4) and focus group discussions with the bus marshals (Annexure 5).

Key findings

Recruiting and onboarding process

The HGs have a more structured process for recruitment as compared to the CDVs and follow a multi-stage recruitment process. This includes an examination and a physical test followed by a 2-month training period. On successful completion of training, a second physical test is conducted, after which a medical test is conducted. A Civil Defence Volunteer gets recruited through the following steps – submission of the application form online, police verification, 7-day training (focused on first-aid, managing disaster in a bus etc.) followed by a test (focusing on the learnings during the course of training).

Roles and Responsibilities

The general job descriptions from the point of view of DTC and the bus marshals, irrespective of whether they are a Civil Defence Volunteer or Home Guard, were found to be similar - facilitating seats (to women, disabled and senior citizens during peak hours), keeping a check on theft, pick pocketers and streamlining crowd during peak hours. Occasionally, they also deal with offenders against women, young girls, drunkards. **In most cases, the crimes or irregularities are not reported directly to bus marshals, rather they intervene on experience, intuition and having sensed discomfort of the passengers.** Bus marshals did not know how to deal with female pick-pockets, and guidance will be helpful.

Initial/ refresher training received

Neither the HGs nor the CDVs receive training on gender sensitization during the initial training. HGs have periodic trainings at an interval of 4-5 months and regular training on Sundays. CDVs have physical trainings every Sunday. Both HGs and CDVs are of the opinion that a trainings should be conducted prior to deployment and on a quarterly or half yearly basis.

Assignment of routes

The routes are changed monthly in order to avoid collusion between the bus marshals, drivers and conductors. **However, this is a lost opportunity as passengers can associate a familiar face with their route, which can increase trust.**

Responsibility of the Parent Department and the User Department

There is a lack of clear reporting or accountability, support and ownership between DTC and the parent departments in the case of the CDVs. Currently, there is limited support provided at the depot level, including performance monitoring. The bus marshals do not have support in case of threats received or afflicted with violence. The depot managers and the

regional managers could play a role in creating quick response teams at the depot level to provide support and monitor performance.

Further, there is a need to create awareness among drivers, conductors and passengers alike, on the roles and responsibilities of a bus marshal, to reduce misuse and underutilization of the scheme respectively.

Support from the Police

The Police often takes 15 or more minutes to arrive, making it difficult for the marshals to hold a perpetrator. Passengers also disapprove of taking them to the Police Station.

Human resource

The bus marshals requested paid rest days, designated area inside the bus for convenience of performing duties and for the passengers to recognize their presence, mechanism for self-defense- which can be facilitated by a lathi stick or similar object, and a support team in cases of threat received.

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4 Action Plan

The current fleet of DTC buses have a total of 3356 bus marshals deployed only in the afternoon and evening shifts. Considering the total trips in a day, the number of marshals deployed falls short by 49.63%. Since immediate recruitment and initial training of Bus Marshals have administrative restrictions, addressing the shortage will take time.

A short term 'Action Plan' for strengthening the bus marshal program is proposed, which will be implemented and monitored over 6 months.

Along with the strengthening of the existing scheme, which is being detailed out in the following sections, there will be interventions carried out on a long term basis- namely enabling CCTV cameras and panic buttons inside buses, audio and visual passenger information systems, introduction of Female bus marshals etc, The Bus Marshal programme will subsequently be expanded to cover morning shifts too.

4.1 Pilot-testing the revised bus marshals scheme

The revised bus marshal scheme should be pilot-tested in the afternoon/ evening shift at 8 depots (with a total strength of 746 Marshals) covered in this survey. The program can be expanded to the other depots after the pilot-testing over the next 1-2 months.

4.2 Recommendations to the bus marshal scheme

The recommendations include defining the roles and responsibilities, standard operating procedures of the bus marshals and training for them as well as the depot managers and the regional managers.

4.2.1 Responsibilities

The hierarchy of roles of the bus marshals needs to be clearly defined to prioritize women's safety and provide support. The priority is defined below:

- Undertake measures to prevent and address harassment of women, especially young women and girls, since harassment is not overt and requires the bus marshals to be proactive, approachable.
- Inform women and girls of their rights, process of filing a complaint and the ensuing process.
- Enforce seating for women, elderly and persons with disabilities
- Ensure passenger safety
- Not to undertake menial tasks, even if asked by the driver and conductor.

4.2.2 Standard operating procedures

- The marshal should start his duty from the depot at the designated time, mark his attendance through biometrics or electronic slips (arrival and departure) and finish his duty only when the bus is in-shedded.
- The marshal will be deployed in the afternoon shift, which will include a break of not more than one hour.
- The marshal will be in proper uniform, along with the name plate, carry a card with his Photo ID, which shall be placed in a dedicated slot provided in the bus.

- The marshal will only perform this duty and not be deputed to other duties on public holidays or Sundays.
- The marshal shall:
 - Enforce reserved seats for women, elderly and persons with disabilities;
 - Undertake measures to prevent and address harassment of women, especially young women and girls;
 - Inform women and girls of their rights, process of filing a complaint and the ensuing process;
 - Ensure passenger safety;
 - Not undertake menial tasks.
- In case of a theft, criminal act or if a woman wants to file a complaint, the PCR and the QRT should be informed. The QRT will be in communication with the marshal till the Police arrive. The in-charge shall send his representative to be present at the next stop/ destination, if the PCR van is unreachable or unavailable.
- If the PCR van is unreachable or unavailable, the same shall be communicated to the Zonal PCR.

4.2.3 Route assignment and location

- Assign a dedicated route so that bus marshals are familiar with it and the passengers. This can also help passengers identify the marshal, increase approachability and accountability.
- Dedicated seat in the bus and a slot to place their photo ID, name, a number and corresponding depot. Passengers can use this number to provide feedback and file complaints.

4.2.4 Human resource policies

- Provide each marshal with a stick, to be used only in the instance of self-defense.
- Record daily attendance through a biometric system.
- Provide at least two paid leaves per month (to be communicated by the 3rd day of the month).
- Increased travel allowance for shifts ending after 10pm.
- Create a performance appraisal system based on rewards and penalties.

4.3 Create quick response and monitoring teams within each depot

Each depot will have a team consisting of a DTC-in charge², a bus marshal in-charge and at least 1 bus marshal. A vehicle should be available on stand-by to assist the bus marshal in-charge on duty.

Role of the bus marshal in-charge

- Assist the bus marshal on duty or due to injury or death and assess compensation.
- Monitor the performance of the marshals, as per the proposed performance monitoring system, create monthly reports and submit to the DTC-in charge.

² Dy. CGM (Monitoring Cell)

Role of the DTC-in charge

- Review and assess the compensation to be paid to an injured bus marshal on duty and submit to the depot manager.
- Review the monthly performance report submitted by the bus marshal in-charge, assess penalties and rewards in consultation with the bus marshal in-charge and submit to the depot manager. In case of a disagreement, the final decision will be taken by the depot manager.

Role of the depot manager

- Review and approve or recommend the compensation to be paid to an injured bus marshal on duty or resulting in his death.
- Review and approve the monthly performance reports and recommend 1 bus marshal for a reward.
- Update the Regional Manager on the progress.

4.4 Monitoring and evaluation

A two-tier system of monitoring is proposed for the pilot-testing:

- The Transport Department will monitor the overall implementation of the bus marshals scheme across the NCT of Delhi.
- The Depot Managers will monitor the performance of the bus marshals at the respective depots and the Regional Managers, will oversee at the regional/ zone level.

4.4.1 Bus services

The monitoring and evaluation are proposed at three levels:

- By ticket checking officials: Random checks for tickets and to assess if a bus marshal is in the bus, and the extent to which he is performing his duty. This shall be reported to the DTC-in charge.
- By passengers: Create feedback reporting system on the performance of bus services in Delhi, including that of bus marshals. These will be compiled by DTC/ Transport Department and shared with the DTC in-charge at each depot.
- By DTC: Review monthly reports on the performance of the bus marshals, prepared by the in-charge, feedback received from passengers and the ticket checkers.

4.4.2 Performance appraisal system

The performance of the bus marshal will be monitored monthly and include the following indicators³:

- i. Attendance (at least 95 percent)⁴
- ii. Complaints against the bus marshal

³ A marks system will need to be created.

⁴ Unless provided with a medical certificate in case of sickness and not including rest days.

- iii. Number of women assisted⁵
- iv. Number of senior citizens and persons with disabilities assisted⁶
- v. Incidents of thefts addressed or prevented⁷
- vi. Incidents of harassment addressed⁸
- vii. Incidents reported to the Police⁹

Rewards and penalties

- Penalty: Bus marshal informed of any complaint filed by passengers; more than 2 complaints per month will result in a warning; more than 3 complaints will result in termination of duty and sent back to the parent department.
- Reward: 1 bus marshal shall be selected by the Regional Manager of each zone for felicitation by the Transport Minister.

4.4.3 Indicators for the revised bus marshal program

The following indicators are recommended for the bus marshal program, to be assessed on the roll out of the revised program:

- i. Awareness of the program amongst women and girls
- ii. Number of women assisted
- iii. Number of senior citizens and persons with disabilities assisted
- iv. Incidents of thefts prevented or addressed
- v. Incidents of harassment addressed
- vi. Number of Police complaints filed

4.4 Training at the depot levels

- Bus marshals need to be trained on the revised roles and responsibilities, SOPs, HR Policies and how to coordinate with the Police and the QRT. The trainings should include how to identify and address gender-based violence, assist younger women, and deal with women pick-pockets. The trainings should be participatory, include role-playing and interactive. Each training will be evaluated to assess understanding of roles, responsibilities and SOPs.
- A training program is proposed for the bus marshals-in charge, depot managers and the regional managers.
- There is a need to inform drivers and conductors on the roles and responsibilities of a bus marshal, to reduce misuse and underutilization of the scheme respectively.
- The conductors must be asked to move in the bus to collect tickets, instead of sitting in one seat.

⁵ Reported by passengers on the One Delhi application, SMS, email or phone call, verified by the in-charge and checked by the DTC-in charge.

⁶ Ibid.

⁷ Ibid.

⁸ Ibid.

⁹ Verified by the Police.

4.5 Communication and outreach

4.5.1 Increase awareness of the bus marshals scheme

There is a need to increase awareness through the radio as well as on real-time information boards and audio announcements in the buses. These should include announcements on the presence of the bus marshal, awareness of pick pockets in the bus, reserved seats for women, zero tolerance approach to sexual harassment and encourage women to report or speak out on harassment.

4.5.2 Distinct identity for the bus marshals program

The bus marshals need to have their own identity, which needs to be promoted through the outreach program.

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Annexures

Annexure 1: Organizational setup of the bus marshals scheme

Table 3: Organizational and functional setup of Bus Marshal scheme

	Criteria	Civil Defence Volunteers	Home Guards
1	Parent department	Directorate of Civil Defence, Government of NCT of Delhi	Directorate General of Home Guards, Government of NCT of Delhi
2	Eligibility criteria	4 th pass, 18 yrs Height : 165 cm for male	10 th pass, 20-47 years Height : 165 cm for Male, 150 cm for female
3	Minimum or maximum period of appointment	Recruited for a period of 3 – 5 years Bus Marshal : No specific period (till 5 years)	Recruited for a period of 5 years; 1-year duration as Bus Marshal
4	Recruiting process	Subsection 3.3.1	Subsection 3.3.2
5	Onboarding process	The marshals are assigned to the depots, as per requirement. The deployment is in two categories: <ul style="list-style-type: none"> • Sector/ Post Warden (Bus marshal) • HFP (Depot in-charge) 	The marshals are assigned to the depots, as per requirement. The deployment is in two categories: <ul style="list-style-type: none"> • Platoon Commanders (Depot and zonal in-charge) • Home Guard constables (Bus marshal)
6	Standard operating procedures	Specified in subsection 3.3.2	Specified in subsection 3.3.2
7	Assignment of routes	Volunteers to be assigned routes in depots closest to their residence. Depot wise assignment of routes on monthly basis, or at Depot Manager's discretion. Provision of inter change of depots/region after getting duly forwarded by DSO.	Volunteers to be assigned routes in depots closest to their residence. Depot wise assignment of routes on monthly basis, or at Depot Manager's discretion. Provision of inter change of depots/region after getting duly forwarded by DSO.
8	Additional training provided	<ul style="list-style-type: none"> • Depot Managers/ Regional Managers to conduct periodic briefing and counseling. • Physical training every week. • No training provided by DTC, prior to or during deployment as Bus Marshal. 	<ul style="list-style-type: none"> • Depot Managers/ Regional Managers to conduct periodic briefing and counseling. • No training provided by DTC, prior to or during deployment as Bus Marshal. • General training at an interval of 4-5 months at Raja Garden.

9	Support from parent department	<ul style="list-style-type: none"> • Periodic surprise checks and inspections by DSO. • DSO briefing on discipline, duties and responsibilities. 	<ul style="list-style-type: none"> • Periodic surprise checks and inspections by DSO. • DSO briefing on discipline, duties and responsibilities. • Uniform allowance of Rs. 5000 (not specifically for Bus Marshal scheme)
10	Support from user department	<ul style="list-style-type: none"> • DTC has no power over defaulters, other than send them back to their parent department for disciplinary action. • Two supervisory level officers, who are representatives from DTC and DSO, to guide and monitor Bus Marshals at depot level. • Notification about presence of Bus Marshals (posters and boards) displayed inside Buses. • Regional Managers have to form a Quick Response Team (QRT) consisting of a DTC Official and Home Guard/ Civil Defence Volunteer to help the Marshals, to report any injury/ emergency and follow up on compensation to be paid by DTC in such cases. These do not seem to have been constituted at the depot level. • There is a mechanism where in case of an injury to the Marshal/ staff in the bus while on duty, it is redirected to the parent department depending on the severity of the situation/ grievance. • The Bus Marshals were earlier issued Identity cards by DTC, provision for which was withdrawn after a few months of ground deployment. 	
11	Performance monitoring	<ul style="list-style-type: none"> • DTC supervises day-to-day work and conduct of volunteers deployed. • Depot level monitoring of duty slips by marshal in-charge. • Check general demeanor, conduct monitored by the marshal in-charge at every depot before out shedding. 	<ul style="list-style-type: none"> • DTC supervises day-to-day work and conduct of volunteers deployed. • Depot level monitoring of duty slips by marshal in-charge at every depot before out shedding.
		<p>A special checking drive was organized by DTC in 2016 for monitoring performance of marshals, the outcomes of which are mentioned in Subsection 3.3.3.</p>	
12	Salary and allowances	<ul style="list-style-type: none"> • Daily allowance of Rs. 648 	<ul style="list-style-type: none"> • Daily allowance of Rs.712 Attendance monitoring and salary disbursement to be

		<ul style="list-style-type: none"> Attendance monitoring and salary disbursement at Depot Level 	done by DTC (Traffic department, Scindia house) to parent department, after verification by DSO.
13	Human resource policies	<p>Leave policy: 2 compulsory unpaid rest days per month</p> <p>Other Benefits:</p> <ul style="list-style-type: none"> In case of death / injury while on duty, a CDV is entitled for compensation by DTC, as per rules laid down by Govt of Delhi NCT. There is no sick leave or medical benefits. 	<p>Leave policy: No rest days per month</p> <p>Other benefits:</p> <ul style="list-style-type: none"> In case of death / injury while on duty, a HG is entitled for compensation by DTC, as per rules laid down by Govt of Delhi NCT. Other welfare rules are applicable as per Home Guard department rules. There is no sick leave or benefits.
14	Penalty and rewards system	Unauthorized absenteeism for more than 10 days, will be forwarded to SDM for adequate disciplinary action	Unauthorized absenteeism for more than 10 days, will be forwarded to Directorate General for adequate disciplinary action.

Source: DTC, FGDs with Regional and Depot Managers, Bus Marshals

Annexure 2: Recruitment procedure of Civil Defence Volunteers

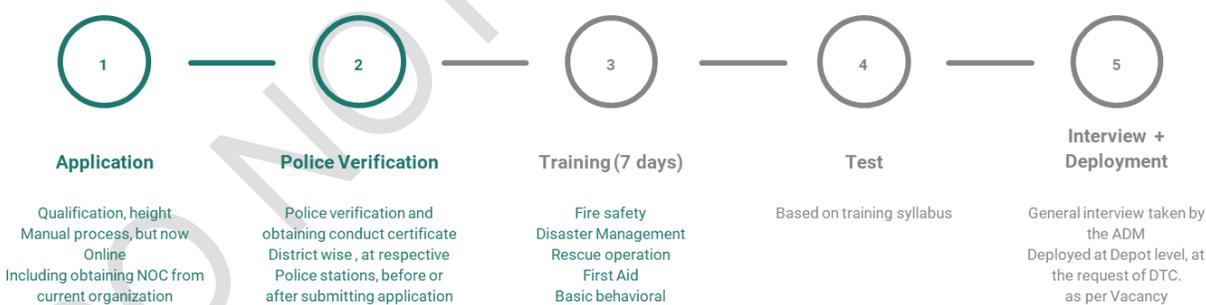


Figure 16 : Process of recruitment of Civil Defence Volunteers for the Bus Marshal programme

Annexure 3: Recruitment procedure of Home Guards

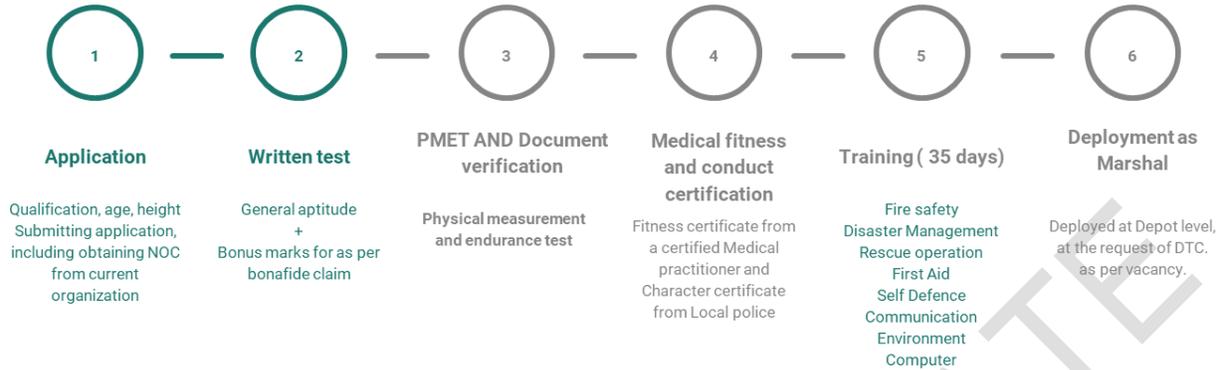


Figure 17: Process of recruitment of Home Guard Volunteers for the Bus Marshal programme

Annexure 3: Standard Operation Procedures

The SOP prescribed by DTC for both Civil Defence and Home Guard Volunteers are as follows:

- Marshals will be subjected to deployment on the buses and regional checking as per the requirement of DTC.
- The Marshal will be at all times in proper uniform, along with the name plate.
- The Marshal should start his duty from the depot and finish his duty only when the bus is in-shedded in the depot, and mark his attendance through a biometric system at each depot.
- The Marshal will be active and vigilant throughout his duty.
- The Marshal will be deployed in shift duty of 8 hours including half an hour break for lunch, will report at the depot at the designated time, as assigned by the Depot and mark their attendance (arrival and departure)in the bio-metric attendance system installed at every depot.
- The Marshal will perform his duties on Sundays and gazetted holidays and will be provided 2 compulsory unpaid rest days.
- Marshal will remain stationary and may take a vacant seat if all passengers are seated, and he will be seated at a place where he can overall supervise the bus and where he can be easily identified amongst the passengers.
- The presence of a Marshal should be deterrent to the anti- social elements, and instill a sense of security and confidence in female passengers. Besides, his/ her presence would also reduce the number of passengers travelling without ticket.
- In case of any untoward incident, the Marshall will help the driver take the bus to the nearest Police station or dial 100 no. to call the police, but in no case should he resort to violence himself.
- DTC will post 2 Marshals per depot as Supervisory Officer, one of them at the disposal of DTC authorities and the other at the disposal of the District Staff Officer as messenger.

Annexure 4: Performance evaluators as a result of Special Checking Drive, conducted in 2016¹⁰

1. Marshals will remain mobile inside the bus to ensure safety and security of passengers, especially women, and will not occupy seats if passengers are standing.
2. Marshals have to fill up the Duty Slip during the duty and deposit it at the end of duty. The Depot Manager will issue the pre-printed slips with serial number will keep a record of these duty slips.
3. Any Marshal reporting without proper uniform or name place shall not be given duty.
4. Absenteeism: It will be the duty of the bus conductor to ensure that marshals do not occupy seat and does not miss his duty. Any irregularities noticed has to be immediately reported to the Duty Officer after completion of duty and also marked in his waybill.
5. Dy. CGM (MS-1) to explore the possibility of giving the marshals jackets for easy identification by the general public (status unknown).
6. Heavy unauthorized absence among marshals has led to the decision that more than 10 days of absence in a month should be verbally warned and if the issue still persists, his name will be deleted form the DTC rolls under intimation to parent department.
7. The checking officials will report performance of marshals in the form of reports to the concerned officer.
8. Dy. CGM (Monitoring Cell) will ensure that the daily depot wise status of bus marshals from individual depots is being maintained and monitored.

Annexure 5: Focus group discussions with bus marshals

Nandnagari depot

The FGD at Nandnagari depot had a total of 8 marshals from East Region, namely Nandnagari, Ghazipur, Noida, East Vinod Nagar, Hasanpur and Rajghat 1 depots.

Recruiting, onboarding and training received

Nandnagari depot which is the Zonal office of East Division only has CDVs deployed as Bus Marshals as of date. Even though general training on safety and rescue operations have been provided, no specific instructions or briefing has been given on recruitment and prior to deployment, on women's safety. As per instructions from respective depot managers and DTC, a Bus Marshal in case of emergency may call on the emergency number 100, to avail the service of the nearest PCR.

Route assignment

Deployment is done depot wise as per location, as local knowledge and familiarity with routes is desirable. Marshal training occurs at Raja Garden, but there have been mixed opinions on the frequency of this training. An average of 50 cases – small and big, gets reported in this zone per month. This ranges from men sitting on ladies seats to gang-theft. As frequent travelers by bus prior to the introduction of the scheme, and having worked in maintenance of safety and security

¹⁰Formulated by DTC, and conveyed vide letter no. CGM (O)DTC/2016/61-120 dated 3.3.2016

in public places, the marshals feel that female security and perception towards public transport (DTC buses in particular) has improved after the deployment of marshals.

Challenges faced when performing their duty

There are multiple instances of theft and pickpocketing that get reported every day. Another issue, especially in the evening shifts is the presence of drunkards in the bus. They sometimes tend to sit on ladies seats or misbehave with women. The marshals usually shift them or send them out of the bus. In case of major theft or incidences where the passenger has requested to contact the Police control room, they have had to wait till they get a response from the PCR, which sometimes might take a long time, which have created unnecessary delays and discomfort to the passengers.

Support required to perform their role

A regularized system of monitoring and following up of complaints is required. Drivers and conductors get retirement room, whereas marshals do not get any facilities. Lack of designated areas for bus marshals to watch over the entire bus, and for the passengers to recognize their presence was a major concern. This especially results in the marshal getting caught in the peak hour rush, rendering him unable to get to a passenger in need. The high number of crimes against marshals reported in the area, including one incident which led to death of a Marshal succumbing to injuries while on duty, calls for self-defense mechanisms, like a lathi stick. Response from police and authorities is –both in case of defaulters and offence against marshals, a grievance redressal mechanism to be in place, both from DTC's side and parent organizations will ensure job security and hence reduce absenteeism.

Mayapuri depot

The FGD at Nandnagari depot had a total of 9 marshals from West Region, namely Hari Nagar Mayapuri, Dwarka, and Naraina. Regarding the deployment, even though being a Civil Defence Volunteer was a voluntary decision, appointment as Bus Marshals are done by SDM, at random and as per requirements and vacancy announcements by DTC.

Recruiting, onboarding and training received

CDVs after recruitment and basic training, are briefed on generic behavioral aspects with respect to passenger interaction. There was no women's safety specific training provided. Most of the Bus Marshals present have been deployed since 2015, almost for a period of 4 years. During duty as a Bus marshal, the most common type of offence that is being noticed and dealt with are petty thefts, and small like passing lewd comments and standing too close to women passenger during peak hours. It was noticed that female passengers, especially young girls, are hesitant to speak out. Presence of a bus marshal deter some men from disturbing woman. Drunkards entering the bus during late evenings are also commonly noticed.

Challenges faced when performing their duty and Support required to perform their role

As Civil defence volunteers, who also work with Home Guards in certain depots, there is a sense of insecurity associated with the job assignments that the CDVs face. Home Guards have

a job assurance for a period of 5 years. Leave policy which provides 2 forced, unpaid rest days, and mostly not at their discretion, also cause them to end up taking uninformed. In case of large gangs of familiar and experienced Pick pocketers, drivers and conductors don't interfere or support the Marshals. Home Guards have more voice, within their parent department, the concerned depot and better response from police. In many cases, CDVs refrain from wearing a proper uniform, due to fear of being recognized by local goons, as there have been incidents of threats.

They feel that more powers or authority in the form of a self-defense mechanism and insurance for social security while on duty would motivate the CDVs to perform their duty better.

Vasant Vihar depot

A total of 11 Bus Marshals were present in the discussion, all of whom belonged to the Home Guards department, and belonging to the South region, namely from Vasant Vihar, Sarojini Nagar, Ambedkar Nagar, Kalkaji and Tehkhand depot.

The Marshals are usually engaged with DTC for a period of 1 year (which is the normal period of deployment of any type of service for an individual serving as Home Guard). Deployment is done on a district wise basis, and 2 out of the 11 volunteers were deployed for a second term, the first term being 2015-16. The Home Guards prior to this had served in Police stations and other departments.

Recruiting, onboarding and training received

Home Guards, after the initial recruitment process and training, also receive intermediate training for a duration ranging from 10- 20 days, every 4-5 months. There was no briefing regarding the duties and responsibilities of a Bus Marshal at both the Depot level for both CDVs and HGs. But Home Guards seem to have better training, on multiple topics and issues, many of which are similar or aligned with the duties of a bus marshal. This also includes basic instructions on women's safety.

Challenges faced when performing their duty and support required to perform their role

With respect to their duties, they assist the passengers, especially women, pregnant women, senior citizens and persons with disabilities in their safety and comfort. They sometimes assist and advice the drivers to facilitate on-request stops, for women travelers and disabled. Apart from difficulties with respect to lack of self defence mechanisms and social insecurity, another zonal level concern that was raised was random deployment regardless of place of residence, which makes it difficult for them to travel, and takes up a large amount of their non-working hours. This also creates high rate of absenteeism in the depots, since they find it unable to report on time, and also they do not get any paid leaves. Training prior to duty assignment and periodic briefing would help them perform their duties effectively.

Subhash Place depot

A total of 8 Bus Marshals out of which 8 were from the Home Guards and 1 from CDV. Rohini I, Rohini II, Mukherjee Nagar, Wazirpur depot, Subhash pace depot, GT Karnal road depots.

These included two higher level Supervisory Officers, who were in charge of the Subhash Place and Rohini II depot.

When asked about the general perception of the Bus Marshal scheme, the marshals identified themselves as personnel deployed for maintaining social order in the bus, and ensuring passengers', especially women's safety during boarding and alighting, and during the bus journey.

Recruiting, onboarding and training received

Along with basic training in first aid, disaster management, fire safety etc., they are also given training in self defence, effective communication, environment and basic training in computer. There are also training programmes which are conducted for an average of 15 days at a 4 or 5 month interval, at Raja Garden.

Challenges faced when performing their duty

No training schedule has been provided by DTC specific to Bus Marshal scheme. Frequent DSO visits, inspections are conducted by DTC and Home Guards department for checking the effectiveness of the scheme. The deployment of Marshals are made for a period of 3 months, which has now been reduced to 2 months, according to their place of residence. The major issues the Bus Marshals face in terms of incidents which require support from police are that PCR support gets delayed, by a minimum of 20-30 mins, which makes it difficult for staff and passengers alike. Most passengers hesitate to report or seek help and try resolving it within themselves or end up not lodging official complaints.

Support required to perform their role

The major suggestion that were resulted from the discussion were as follows- at least 2-4 voluntary 'paid' rest days, deployment of at least 2 marshals per bus maintenance of a complaint register, similar to the ones provided to the drivers and conductors. Provision of ID cards (which earlier existed), so that there is better authority, mechanisms for self-defense, insurance/ medical claim as there is no permanency in their job, along with a higher risk of social security, as well as deployment of marshals in the morning too of which one could be female marshal were certain other suggestions that were pointed out.

Subhash place depot, along with a few other depots in the North division, were found to have a more organized framework for functioning of Bus Marshals and better administrative support from Depot Manager and other officials. These include getting routes made according to convenience and location preference of Marshal, biometric monitoring to check absenteeism, an effective grievance redressal forum set up within the depot, which is being followed up at the Depot Manager level.