

COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES

(FOURTH LOK SABHA)

FIFTEENTH REPORT

MINISTRY OF RAILWAYS (RAILWAY BOARD)

**Reservations for Scheduled Castes and Scheduled Tribes
in Indian Railways**

(Presented on the 15th December, 1970)



**LOK SABHA SECRETARIAT
NEW DELHI**

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CHAPTER I

INTRODUCTORY

A. Organisation

1.1. It has been stated that the Railway Board functions as the top Railway Executive for administration, technical supervision and direction of the Railways. It is at the same time a Ministry of the Government of India responsible for planning the development, construction, maintenance and operation of the Railways and acts in consultation with the Planning Commission and other Ministries in line with the planned and coordinated development of the country.

1.2. It has been further stated that the Indian Government Railways are divided into nine zonal systems. Each Zonal Railway is headed by a General Manager, who is responsible to the Railway Board for the operation, maintenance and financial position of his Railway. The General Managers are assisted by functional heads of departments at the headquarters. For quick and effective disposal of work, the General Managers have been delegated wide powers in establishment matters and in matters relating to works, contracts, procurement, etc. All the nine Zonal Railways, namely, the Central, Eastern, Northern, North Eastern, Northeast Frontier, Southern, South Central, South Eastern and Western Railways, are organised on the divisional pattern, under which adequate authority is delegated to the Divisional Superintendents for effective administration and inter-departmental co-ordination at the Divisional level.

Besides, the nine Zonal Railway Administrations, referred to above, there are three Production Units, namely, the Chittaranjan Locomotive Works, the Integral Coach Factory, Madras, and the Diesel Locomotive Works, Varanasi.

The Research, Designs and Standards Organisation at Lucknow which is an attached office of the Railway Board, is headed by a Director General.

1.3. The total number of employees, permanent and temporary, on all Railways (including non-Government Railways) and in the office of the Railway Board and other offices attached and subordinate thereto as well as staff employed on construction works, at the end of 1968-69, was 1,358,857 compared with 1,367,615 (revised) at the end of 1967-68. Of this, the non-Government Railways accounted

for 4,586 employees at the end of 1968-69 against 4,601 at the end of 1967-68. Details of the number of staff on Indian Government Railways are given below:

Class of Staff	Number of Staff in Units					
	Open Line		Construction		Total	
	1967-68	1968-69	1967-68	1968-69	1967-68	1968-69
Class						
I and II	6,762	6,835	694	676	7,436	7,511
Class III	543,900	549,507	13,659	12,692	557,559	562,199
Class IV	794,846	782,343	3,173	2,218	798,019	784,561
TOTAL	13,45,508	1,338,685	17,526	15,586	1,363,014	1,354,271

The total number of employees belonging to Scheduled Castes and Scheduled Tribes at the end of 1968-69 on all Government Railways and the office of the Railway Board and other offices attached and subordinate thereto, including staff employed on construction works, was as under:

	Scheduled Castes	Scheduled Tribes
Class I	104	17
Class II	135	13
Class III	47,371	5,517
Class IV	169,787	28,068

B. Adoption of Reservation Orders issued by the Ministry of Home Affairs

1.4. It has been stated by the Ministry of Railways (Railway Board) that the orders/instructions issued by the Ministry of Home Affairs from time to time regarding reservations for, and employment of, Scheduled Castes and Scheduled Tribes are *mutatis mutandis* made applicable on the Railways. In the following cases, however, the instructions on the Railways differ from those issued by the Ministry of Home Affairs:

- (i) On Railways, roster is considered to be a machinery to watch adequate intake of Scheduled Castes and Scheduled Tribes. Once recruitment is made according to the rosters, confirmation is made according to the normal seniority rules which is determined on the basis of panel

position, where no training is provided and merit provision in the examination, where training is provided. On the Civil side, the reservation roster is made applicable both at the time of recruitment and confirmation resulting in the benefit of higher seniority being given to Scheduled Castes and Scheduled Tribes. There is no deviation in this regard in so far as the Board's Office is concerned, but this procedure has not been adopted on the Railways for the reasons that any preference in the matter of seniority/confirmation would have an upsetting effect on established seniority and result in dissatisfaction among a vast majority of employees (belonging to unreserved communities) which cannot be allowed in a department like Railways where safety of public is involved.

- (ii) In the case of dereservation of reserved vacancies, the instructions in the Ministries/Departments other than Railways are that for all such cases prior approval of the Ministry of Home Affairs should be obtained. On Railways, the practice is that when the Railway Service Commission fails to recommend adequate number of Scheduled Castes and Scheduled Tribes for the vacancies reserved for them, the General Manager, after making efforts to obtain such candidates directly from open market, dereserves the vacancies in technical and operating categories and fills them up by unreserved community candidates. In the case of non-technical categories, however, no reserved vacancy can be dereserved by the Railway without prior approval of the Railway Board. The prior permission of the Ministry of Home Affairs is not obtained for the reason that if the Division/lower formation refers the matter to the Headquarters, Headquarters in turn to the Railway Board and the Board to the Ministry of Home Affairs, it will involve a lot of time for the permission regarding dereservation to be conveyed to the Division and till then the recruitment will have to be kept pending. With a view that the work on the Railways may not suffer, particularly in the technical and operating categories, such delay in appointment cannot be allowed. Accordingly, the practice suggested by the Ministry of Home Affairs has not been adopted on the Railways. The matter is, however, under consideration in consultation with the Home Ministry and the Commissioner for Scheduled Castes and Scheduled Tribes.

- (iii) In the Ministries/Departments other than Railways a separate selection of Scheduled Castes/Scheduled Tribes is held to form a separate select list from amongst all the candidates eligible for consideration for a particular post. Again, when the vacancy arises, a selection is held by calling candidates upto six times the number of vacancies, strictly in order of general seniority, irrespective of the number of Scheduled Caste/Tribe candidates available in the zone of consideration. In case, in this general list, if the Scheduled Caste/Tribe candidates do not qualify upto the number of vacancies reserved for them, the candidates from the separate select list are appointed. On Railways, while making a selection, candidates upto four times the number of vacancies, including those from reserved communities, are considered even by going upto three grades below the grade of selection. Reduction in marks to 50 per cent against 60 per cent for others in 'professional ability' and on the 'aggregate' is allowed to Scheduled Caste/Tribe candidates in promotion to selection posts in Class III where safety aspect is not involved. Papers of unsuccessful candidates belonging to these communities are then put up for review at the highest level of the General Manager on a Zonal Railway. The reserved community candidates are thus provided adequate safeguards, even though they are considered along with other community candidates.

1.5. It has been further stated that deviations have also been made in favour of Scheduled Castes/Tribes and the following are the further concessions which the Railways give to the Scheduled Castes and Scheduled Tribes over and above the concessions available to them under the orders/instructions issued by the Ministry of Home Affairs:

- (i) The General Managers of Railways have been delegated special powers to recruit Scheduled Castes and Scheduled Tribes without reference to the Railway Service Commission in the categories in which there is deficiency.
- (ii) Medically unfit candidates are considered for some alternative category for which they are fit and where there is deficiency.
- (iii) In promotion to selection posts in Class III, where safety aspect is not involved, the minimum qualifying marks both in 'professional ability' and "aggregate" have been re-

duced to 50 per cent for Scheduled Castes/Tribes as against 60 per cent for others.

- (iv) Relaxation of 10 per cent in qualifying marks is granted to reserved community candidates in competitive examinations held to fill 10 per cent of the vacancies of Clerks Grade I Scale Rs. 130—300.
- (v) In the case of trade tests and suitability tests for promotions made on the basis of seniority-cum-suitability also, a relaxation of 10 per cent in minimum qualifying marks is allowed to Scheduled Caste/Tribe candidates.
- (vi) Cases of supersession of Scheduled Castes/Tribes in the case of selection posts are reviewed personally by the General Manager to ensure that no injustice has been done to these candidates.
- (vii) In the case of Accounts staff it has been prescribed that the result of Appendix II-A and Appendix III-A examinations should be reviewed very carefully at an appropriate level and relaxation as justified granted for Scheduled Caste/Tribe candidates.

It has been stated that these concessions have been granted by the Railways *suo motu* to increase the intake of Scheduled Castes/Tribes in recruitment as well as promotional categories.

1.6. Regarding the procedure followed in the fixation of seniority and confirmation, the Committee have been informed during evidence that the Yardi Working Group had in fact recommended to Government the procedure followed by the Railways in this respect. Some Government Departments are already following the procedure obtaining in the Railways, while others are following the existing instructions of the Ministry of Home Affairs on the subject. The Cabinet had discussed this matter and had permitted the *status quo* to remain. But there is another consideration now, whether it is better to follow the procedure as is being followed in the Railways. The matter is under consideration of the Government but no decision has yet been taken in the matter.

1.7. In reply to a question, the Committee have been informed:

“Confirmation is not a criterion for calling for selection. Even if one is not confirmed in the Clerk’s Grade II post, he will be getting his promotion to Grade I. I have got cases

where for ten years, a person was not confirmed because of some reason or the other, but he was promoted."

1.8. The Committee note that orders/instructions issued by the Ministry of Home Affairs regarding reservations for, and employment of, Scheduled Castes and Scheduled Tribes in Public Services, are mutatis mutandis made applicable on the Railways. They also note that orders/instructions regarding the fixation of seniority, confirmation, dereservation, selection, etc., have been made applicable by the Railway Board with certain variations. The Committee feel that the variations made by the Railways, particularly in respect of fixation of seniority and confirmation, need thorough scrutiny to ensure that they are not prejudicial to the interests of the Scheduled Castes and Scheduled Tribes. The Committee, however, note that the whole matter is under consideration of Government. They expect that an early decision will be taken in the matter. They would also like to be apprised of the decision when taken.

C. Liaison Officer

1.9. It has been stated that the Joint Director, Establishment (Welfare), Railway Board, has been appointed as Liaison Officer in respect of matters relating to representation of Scheduled Castes and Scheduled Tribes. There is a separate Cell in the Railway Board's Office to assist him. This Cell ensures proper and timely implementation of the instructions issued by the Ministry of Home Affairs. The implementation of these orders is watched through periodical returns. All these reports are put up to the Joint Director for scrutiny and necessary action. He puts up the papers to the Railway Board in the normal course where the matter is of sufficient importance, but no periodical reports, as such, are submitted by him.

1.10. The Chief Personnel Officer in the Zonal Railways acts as the Liaison Officer for the purpose. During the visit of a Study Group of the Committee to various Zonal Railways in June, 1970, it was represented that the Chief Personnel Officer, with his already heavy duties, could not attend to the interests of Scheduled Castes and Scheduled Tribes properly. There was a post of Senior Personnel Officer from February, 1958 to February, 1967 for dealing exclusively with the question of representation of Scheduled Castes and Scheduled Tribes. It was suggested that that post should be revived.

COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND
SCHEDULED TRIBES

Shri D. Basumatari—*Chairman*.

MEMBERS

Lok Sabha

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- *3. Shri Bhagaban Das
4. Sardar Buta Singh
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Rajya Sabha

21. Shri M. V. Bhadram
22. Shri Ganeshi Lal Chaudhary

*Elected on 22-4-1970 *vice* Shri Jaipal Singh died.

23. Shri K. S. Chavda
24. Shri B. T. Kemparaj
25. Shri Lokanath Misra
26. Shri Neki Ram
- **27. Shri E. M. Sangma
- ***28. Shri K. P. Subramania Menon
- †29. Shri Sukhdeo Prasad
30. Shri Man Singh Varma.

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1. Shri B. K. Mukherjee—*Deputy Secretary.*
2. Shri J. R. Kapur—*Under Secretary.*

**Ceased to be Member of the Committee on his retirement from Rajya Sabha with effect from 2nd April, 1970 and re-elected on 19th May, 1970.

***Elected on 19th May, 1970 *vice* Shri B. D. Khobragade who resigned from the Committee with effect from 27th February, 1970.

†Elected on 19th May, 1970 *vice* Shri Dayaldas Kurre who ceased to be Member of the Committee on his retirement from Rajya Sabha with effect from 2nd April, 1970.

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INTRODUCTION

I, the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to submit the Report on their behalf, present this Fifteenth Report on the Ministry of Railways (Railway Board)—Reservations for Scheduled Castes and Scheduled Tribes in Indian Railways.

2. The Committee took the evidence of the representatives of the Ministry of Railways (Railway Board) on the 23rd and 24th September, 1970. The Committee wish to express their thanks to the Chairman of the Ministry of Railways (Railway Board) and the General Managers of Railways and other officers of the Ministry of Railways (Railway Board) for placing before the Committee material and information they wanted in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on the 4th December, 1970.

4. A summary of conclusions/recommendations contained in the Report is appended (Appendix VI).

D. BASUMATARI,
Chairman,

*Committee on the Welfare of Scheduled
Castes and Scheduled Tribes.*

NEW DELHI;
December 10, 1970

Agrahayana 19, 1892 (S).

1.11. When this question was raised during evidence, the representative of the Ministry of Railways (Railway Board) has stated that:

“As for heavy duties, not only the Chief Personnel Officer, but everybody has got heavy duties. In the course of the last two or three years, we have given two Deputy Chief Personnel Officers on every Railway. So, it cannot be said that the Chief Personnel Officer has heavy duties. We want that at the highest level, the Personnel Officers should look after the interests of these people. I personally look into this matter at the Board level, and likewise the Chief Personnel Officers have got to find time for this and look after the interests of these people. They cannot put forward the argument that because of heavy duties they are not in a position to cope with the work. They cannot put forth excuse that they cannot give attention. I can also say that I have also got heavy duties. They have got to be responsible for this.”

1.12. In reply to a question, he has stated that the only reason for the abolition of the post of the Special Officer was that practically there was no recruitment. In reply to a further question, he has stated that it would not be possible to reappoint such an officer because of the difficult financial position being faced by the Railways. However, Railways have definite instructions that a Senior Scale Officer should pay undivided attention to the work relating to recruitment of Scheduled Castes|Tribes.

1.13. The Committee are not convinced with the reasons advanced by the representative of the Railway Board for the abolition of the post of the Senior Personnel Officer in the Zonal Railways, which existed from February, 1958 to February, 1967, for dealing exclusively with the matters pertaining to the representation of Scheduled Castes and Scheduled Tribes in the Railway. The Committee feel that with a view to keep a strict watch on the proper representation of Scheduled Castes and Scheduled Tribes, there should be a high ranking officer in each Zonal Railway. They, therefore, suggest that the post of the Senior Personnel Officer should be revived so that adequate attention can be paid to the representation and grievances of Scheduled Castes and Scheduled Tribes in the services of the Railways. The Committee further suggest that the Cell in the Railway Board should be strengthened so as to ensure proper and speedy implementation of the reservation orders by the Zonal Railways.

D. Complaints Cell

1.14. The Study Group of the Committee which visited the various Zonal Railways during June, 1970 noted that neither separate Complaints Cells to attend to the complaints and grievances of the Scheduled Caste|Tribe employees had been set up by the Zonal Railways nor were any separate records being maintained by them about the complaints or representations received from the Scheduled Caste|Tribe employees and the action taken thereon. When this question was taken up with the Railway Board, they have stated in a written note that elaborate machinery exists in the Railways to attend to the complaints and grievances of all the staff, including those belonging to Scheduled Castes|Tribes. Complaints from the reserved community employees are examined with great care to see that there is no violation of the instructions on the subject. The Scheduled Caste and Scheduled Tribe employees are also, as a matter of general practice, granted interviews freely by higher officers for redressal of their grievances. In order to get a consolidated picture of the nature of complaints from such employees and the action taken thereon, instructions have been issued on 15th September, 1970 to maintain separate registers at the various levels on each Zonal Railways.

1.15. Asked what machinery is available in the Railway Board to attend to complaints and grievances of the Gazetted Scheduled Caste|Tribe officers of the Indian Railways, the Railway Board has stated in a written note that there is no separate machinery in the Railway Board's office for dealing with the grievances of the Railway Officers belonging to Scheduled Castes and Scheduled Tribes. Representations for redressal of grievances are put up to the Secretary/Board and Minister as per extant procedure. In regard to representations pertaining to matters coming within the competence of the General Managers, the General Managers take appropriate action, and those representations on which the Railway Board is to take a decision are forwarded by them for necessary action in the Board's office. There are no specific instructions regarding grant of interview to Railway Officers by the General Managers. But normally such interviews are granted, where necessary.

1.16. In reply to a question during evidence, the Chairman of the Railway Board has stated that under normal procedure, the Scheduled Castes and Scheduled Tribes could send their representations and grievances to the next higher authority but he himself would

not mind if an advance copy of it is also sent to him. He has assured the Committee that he would himself look into all these things, as far as possible.

1.17. The Committee note that instructions have been issued by the Railway Board to various Zonal Railways on the 15th September, 1970 to maintain separate registers for registering the complaints/representations received from the Scheduled Caste and Scheduled Tribe employees. They would, however, stress the desirability of setting up of separate Complaints Cells in the various Zonal Railways for dealing with these complaints/representations speedily. The Committee also suggest that a precise procedure should be laid down by the Railway Board for dealing with the complaints/representations received from Gazetted Officers and other employees of the Railways belonging to Scheduled Castes and Scheduled Tribes.

CHAPTER II

RECRUITMENT

A. Fixation of Percentages of Reservation on regional/local basis in certain categories of posts

2.1. In a note submitted to the Committee, it has been stated that recruitment to Class IV, Workshop staff classified as other than Class III and Class IV, and for any category for which the scale of pay does not exceed Rs. 375 is considered recruitment on local basis. For such recruitment, the percentages of reservations for Scheduled Castes and Scheduled Tribes have been fixed in relation to the percentages of population of these castes|tribes to the total population in the area traversed by each Railway. The minimum quota to be given to Scheduled Tribes is 5 percent. This is in consonance with the instructions issued by the Ministry of Home Affairs. The various percentages applicable on different Railway Administrations are as follows:—

	Scheduled Castes percentages	Scheduled Tribes percentages
(1) Central Railway .	13	7
(2) Western Railway .	9	7
(3) Southern Railway	14	5
(4) Northern Railway	17	5
(5) North Eastern Railway	16	5
(6) Eastern Railway . . .	12.5	7.5
(7) North East Frontier Railway	10	14
(8) South Eastern Railway .	15.5	13.5
(9) South Central Railway .	11	5
(10) Chittaranjan Locomotive Works .	15	8
(11) Integral Coach Factory	16	5
(12) Railway Rates Tribunal	16	5

(13) Railway Testing and Research Centres	16½	5
(14) Office of the Director, Railway Movements, Calcutta and Mughal-Sarai	18	5
(15) Diesel Locomotive Works	18	5
(16) Railway Staff College	18	9
(17) R.D.S.O.		
(18) Railway Liasion Office	16/23	9
(19) Railway Board's Office		

2.2. It has been stated that revision of these percentages on the basis of 1961 census has not been done so far as the matter is under consideration with the Ministry of Home Affairs.

2.3. The Committee note that the percentages of reservations in posts where the scale of pay does exceed Rs. 375 p.m. in respect of the Scheduled Castes and Scheduled Tribes differ in each Zonal Railway inasmuch as they have been fixed in relation to the ratio of their population to the total population of the area covered by each Railway. The Committee are, however, constrained to note that the revision of these percentages on the basis of the 1961 census is stated to be still under consideration with the Ministry of Home Affairs. Even the 1971 census has drawn near and yet the Railways have not so far revised upwards the percentages of reservations for Scheduled Castes and Scheduled Tribes on the basis of their population in 1961, i.e. nearly a decade ago. The Committee expect that an early decision will now be taken in the matter* in view of the fact that the percentages of reservations for recruitment on all-India basis have already been revised upwards vide the Ministry of Home Affairs Resolution No. 27/25/68-Est(SCT) dated the 25th March, 1970. The Committee would like that in future such revisions in the reservations for Scheduled Castes and Scheduled Tribes are made within six months from the date of availability of census figures and not delayed so long as in the present case.

*At the time of factual verification, the Railway Board has stated as follows :-

"...Instructions regarding revision of percentages on regional/local basis have been issued on 28-9-70 after the Railway Board had given evidence on 23rd and 24th September, 1970 before this Committee. The percentages for each Zonal Railway could only be worked out on receipt of percentages relating to each State as now supplied by that Department which have to be fixed in relation to the ratio of population of Scheduled Castes / Tribes to the total population of the areas traversed by each Railway. The matter is under active consideration and the revised instructions will be issued as early as possible."

B. Railway Service Commissions

2.4. The Committee have been informed that there are four Railway Service Commissions at Allahabad, Bombay, Calcutta and Madras. Their recruitment jurisdictions are indicated below:—

(i) Railway Service Commission Allahabad.	Northern and North-Eastern Railway and Diesel Locomotive Works, Varanasi.
(ii) Railway Service Commission Bombay	Central and Western Railways.
(iii) Railway Service Commission Calcutta.	Eastern and South-Eastern Railways and Chittaranjan Locomotive Works.
(iv) Railway Service Commission, Madras,	Southern and South-Central Railways and Integral Coach Factory, Perambur.

On the North-east Frontier Railway, there is a Recruitment Committee which is modelled on the lines of a Service Commission.

2.5. The Committee have been further informed that previously these Service Commissions consisted of a Chairman and two members, one of whom used to be a Railway Officer. Consequent on reduction in recruitment of non-gazetted staff on Railways, the set-up of the Railway Service Commissions was reviewed. Each of these Service Commissions now consist of a Chairman and a member-Secretary. The post of member-Secretary is to be held by a permanent officer either of the Railway Board Secretariat Service or of the Zonal Railways who will eventually retire from such post of member-Secretary. As regards the post of Chairman, this has to be filled by a person selected by the U.P.S.C. from a panel of names forwarded by the Ministry of Railways, the field of choice being:—

- (i) retired Railway/Government officers;
- (ii) ex-Members of Parliament;
- (iii) men of repute e.g. eminent lawyers, educationists. etc.

Appointments to the post of Chairman are on a tenure basis for a period of four years or the date of attainment of the age of 62 years, whichever is earlier.

2.6. Asked whether there is any representative of the Scheduled Castes and Scheduled Tribes in the Railway Service Commission, it has been stated in a note furnished to the Committee that out of the four Railway Service Commissions, the Chairman of the Railway Service Commission Bombay, namely, Shri G. D. Tapase, ex-

M.P., is a member of Scheduled Tribes. In the past the following members belonging to Scheduled Castes have been appointed as Chairman/member in the Railway Service Commissions:—

- (1) Shri R. P. Tamta was a member of the Railway Service Commission, Allahabad, from 1.5.1958 to 30.6.1961 and Chairman of that Commission from 1.7.1961 to 6.2.1966.
- (2) Shri D. S. Sonone was a member of the Railway Service Commission, Bombay, from 3.7.1958 to 9.2.1961 and as Chairman of that Commission from 10.2.1961 to 9.2.1964.
- (3) Shri A. K. Mondal was a member of the Railway Service Commission, Calcutta, from 6.4.1962 to 5.12.1962.

2.7. The Chairman of the Railway Board has stated during evidence that he has no objection to the appointment of a Scheduled Caste/Tribe as a Chairman/member of a Railway Service Commission, provided suitable persons are available for the purpose.

Asked whether any guide-lines have been issued to the Railway Service Commissions in regard to the recruitment of Scheduled Castes and Scheduled Tribes, it has been stated in a note furnished to the Committee that the Railway Service Commissions have been set up to function as independent recruitment agencies. They function under the administrative control of the Railway Board. A copy each of all policy instructions issued from the Railway Board's Office is endorsed to the Railway Service Commission for compliance. The Railway Service Commissions have been given discretion to recommend reserved community candidates who may obtain a low place on the panel, except where the minimum standard necessary for maintenance of efficiency has not been reached.

2.8. The Committee note that the present Chairman of the Railway Service Commission, Bombay belongs to one of the Scheduled Tribes and that there have been Scheduled Caste Chairman/Members of Railway Service Commissions in the past. The Committee recommend that each Railway Service Commission should include a member belonging to the Scheduled Castes or Scheduled Tribes...

2.9. They further note that the Railway Service Commissions have been set up to function as independent recruitment agencies, although they are under the administrative control of the Railway Board. The Committee feel that mere endorsement of copies of all policy instructions issued from the Railway Board's office to the Railway Service Commissions for compliance is not enough; there

should be comprehensive guidelines for effective functions of the Railway Service Commissions.

2.10. The Railway Board should impress upon the Railway Service Commissions the need for augmenting the intake of Scheduled Castes and Scheduled Tribes for appointment in the Railways and also the strict observance of the various orders/instructions issued from time to time by the Railway Board/Ministry of Home Affairs in regard to the recruitment of Scheduled Castes and Scheduled Tribes.

C. Inclusion of Representatives of Scheduled Castes and Scheduled Tribes in Selection/Promotion Boards

2.11. It has been suggested to the Committee that representatives of Scheduled Castes and Scheduled Tribes should be nominated on all the Selection|Promotion Boards. The Committee asked for the comments of the various Zonal Railways on this suggestion. The replies received from the Zonal Railways reveal that they do not consider it necessary to nominate representatives of Scheduled Castes and Scheduled Tribes on the Selection|Promotion as the Officers nominated on the Selection/Promotion Boards are required to consider cases of Scheduled Castes/Tribes in a sympathetic manner, as per the Railway Board's orders and also to take into account the orders issued from time to time sanctioning various concessions and benefits to these communities, which are to be scrupulously followed, both in letter and spirit, so as to increase the representation of Scheduled Castes and Scheduled Tribes in such selections/promotions. At the time of selections, it is also being indicated against the names of the candidates appearing for the selections|promotions whether they belong to Scheduled Castes and Scheduled Tribes so that necessary action could be taken by the Selection Board authorities in terms of extent orders. In case any posts are reserved for Scheduled Caste and Scheduled Tribe candidates and if any of these candidates are not found suitable, the papers are required to be put up to the General Manager for review. The interests of the Scheduled Caste and Scheduled Tribe candidates are thus safeguarded at the highest level of the Railway Administration.

2.12. When this question was taken up with the Railway Board, they stated as follows:

"There are definite rules for making selections and Selection Boards are constituted of officers of appropriate ranks as required by the nature and class of posts for which they are set up. In the case of promotion to selection posts in Class III, where safety aspect is not involved, the minimum qualifying marks both in 'professional ability' and 'aggregate' have been reduced to 50 per cent in the case of Scheduled Castes and Scheduled Tribes as against 60 per cent for others. This is an additional step taken by the Railways to increase the representation of Scheduled Castes and Scheduled Tribes in promotional vacancies and has not been specifically provided for in the instructions issued by the Ministry of Home Affairs in this connection. Moreover, the papers of those Scheduled Castes and Scheduled Tribes found unsuitable for promotion are placed before the General Manager for review. As such there are adequate safeguards to protect the interests of Scheduled Castes/Tribes. It is therefore, not considered necessary to have a representative belonging to reserved communities on the Selection Boards."

2.13. The Committee are not convinced with the reasons advanced by the Railway Board for not nominating a Scheduled Caste/Tribe Officer on Departmental Selection/Promotion Boards. The Committee consider that nomination of Scheduled Caste/Tribe Officers on Selection/Promotion Boards in the Railway Board and the Zonal Railways, wherever available, would inspire confidence among the Scheduled Caste/Tribe employees appearing before such Boards. In this connection, the Committee would like to invite the attention of the Government to the following recommendation contained in para 3.2 of their Forth Report (Fourth Lok Sabha) on the Ministry of Home Affairs and Department of Social Welfare:

"The Committee feel that with a view to make these Departmental Committees (promotion, selection, etc.) more representative, a Scheduled Caste/Tribe Officer should also be included in each of these Committees set up by various Ministries/Departments/Offices."

D. Recruitment Procedure

General

2.14. The normal procedure for recruitment followed by the Railway Service Commissions|Zonal Railways has been stated to be as follows:—

(i) *Class III posts*

Direct recruitment to Class III posts on the Railways is made through the Railway Service Commissions except on the Northeast Frontier Railway which has a separate Recruitment Committee for the purpose. Recruitment against vacancies in posts carrying a scale of pay rising beyond Rs. 375 is made on an all-India open competition basis, the advertisements being issued to the newspapers enlisted by the Ministry of Home Affairs for issue of U.P.S.C. advertisements. The posts in lower grades are advertised in English Hindi and regional language newspapers commonly read in the area where such vacancies exist. The employment notices which must mention the relaxation in age, etc. and the number of posts reserved for Scheduled Caste and Scheduled Tribe candidates are also supplied to the nearby Employment Exchanges, concerned Railways|Divisional Superintendents, Scheduled Castes' and Scheduled Tribes' Organisations and Technical Institutions to ensure wide publicity. The candidates are to apply in the prescribed application forms which cost fifty paise for the Scheduled Castes and Scheduled Tribes and Rupees Two for others.

The recruitment to non-technical popular categories comprising various types of Clerical posts and Tickets Collectors is made on the results of 'Mass Examinations' followed by interviews. The recruitment in the category of Assistant Station Masters, Guards, Signallers. etc. is made through separate mass examinations and interviews. The selection for the other categories, technical and non-technical, is made on the basis of written|trade tests and interviews.

The names of successful candidates recommended for appointment are forwarded to the concerned authorities for issue of offer of appointments after necessary formalities.

(ii) *Class IV posts*

Recruitment to Class IV posts is made by the Railway Administration (Divisions|Workshops). In this connection an Employment Notice indicating the total number of vacancies, the number of vacancies reserved for Scheduled Castes|Tribes, scales of pay, qualifications etc., is issued to Employment Exchanges within the recruitment unit and to recognised Associations of Scheduled Castes|Sche-

cheduled Tribes. Copies of such notices are also exhibited outside the Railway Offices situated in the area of recruitment. The Selection Board for recruitment of Class IV staff consists of two Railway Officers and one non-official member, nominated by the State Government concerned, is co-opted.

2.15. The relevant orders on the subject have been briefly incorporated in the Indian Railway Establishment Manual (Paras 109 to 112), which may be seen at Appendix I.

Concessions:

2.16. The specific concessions granted to the Scheduled Castes/Scheduled Tribes in recruitment have been stated to be as follows:—

- (i) The maximum age limit is relaxed by five years.
- (ii) Free Passes are given to candidates when they are called for test/interview.
- (iii) The Railway Service Commissions have been given discretion to recommend Scheduled Caste and Scheduled Tribe candidates who may obtain low place in the examination except where the minimum standard necessary for maintenance of efficiency of the administration has not been reached.
- (iv) Where recruitment is made otherwise than by examination, the appointing authority has discretion to select candidates from the Scheduled Castes and Scheduled Tribes fulfilling a lower standard of suitability than from other community candidates, as long as the candidates have the prescribed minimum educational and technical qualifications and the appointing authority is satisfied that the lowering of standard will not unduly affect the maintenance of efficiency of administration.
- (v) In addition to the above concessions, where requisite number of Scheduled Caste and Scheduled Tribe candidates fulfilling even the lower standard are not available to fill the vacancies reserved for them, the best among the Scheduled Caste/Tribe candidates who fulfil the minimum educational qualifications laid down in the notice for recruitment/advertisement may be appointed in the case of non-technical and quasi-technical categories in Class III and Class IV posts to be filled by direct recruitment otherwise than by written examination and in order to bring candidates, so appointed, upto the minimum standard necessary for the posts and for the maintenance of efficiency of administration, they may be given in-service training.

Placing of Indents:

2.17. Asked whether the exact number of vacancies reserved for Scheduled Castes/Tribes (both arising in a particular year as well as the carry-forward vacancies) is mentioned in the indents placed by all the Zonal Railways on Railway Service Commissions, it has been stated in a note furnished to the Committee that the Railway Administrations, while placing the indents on the Railway Service Commissions and the Service Commissions while advertising the vacancies in the newspapers, clearly mention the number of vacancies reserved for Scheduled Castes and Scheduled Tribes. This procedure is being followed by all concerned.

Publicity:

2.18. As already stated, in the case of recruitment on all-India basis i.e. recruitment to posts the scales of which go beyond Rs. 375/-, advertisements indicating clearly the total number of vacancies, vacancies reserved for Scheduled Castes and Scheduled Tribes, scales of pay and the minimum educational and technical qualifications required, are published in the newspapers prescribed for the purpose. In the case of local recruitment, i.e., recruitment for the posts the scales of which do not go beyond Rs. 375/-, advertisements are published in the newspapers generally read by the local people in the area of recruitment. A copy each of the recruitment notices/advertisements is also endorsed to the Commissioner for Scheduled Castes and Scheduled Tribes, local Employment Exchanges, recognised associations of Scheduled Castes and Scheduled Tribes. It is also put on the Notice Boards on the Stations. Schools and Hostels run by the Railway Administrations.

2.19. In reply to a question, the Committee have been informed during evidence that advertisements for posts are not being published in all the local newspapers. There is an approved list of newspapers furnished by the Ministry of Information and Broadcasting which includes newspapers of local nature and also of all-India nature. The advertisements are published in all those newspapers.

2.20. So far as recruitment to Class IV is concerned, the Chairman of the Railway Board has stated during evidence that the vacancies are not published in the newspapers. These are local advertisements and the copies of the recruitment notices are put up on the Railway Stations. Copies are also given to the Employment Exchanges, etc. Asked whether it would not be useful to give advertisements for recruitment to Class III and Class IV posts, in the newspapers run

by persons belonging to, or representing the interests of, the Scheduled Castes/Tribes, the Committee have been informed that in the matter of advertisements for recruitment, guidance has to be taken from the Ministry of Information and Broadcasting.

2.21. Asked whether it would be possible to broadcast recruitment advertisements through the All-India Radio, the Chairman of the Railway Board has stated during the evidence that the Railways do not have any objection to it, but the All-India Radio would have to be consulted in the matter.

Liaison with Employment Exchanges

2.22. Asked about the nature of liaison and co-ordination maintained by the Zonal Railways/Railway Service Commissions with the Employment Exchanges in regard to recruitment to Class III and IV posts, it has been stated in a note furnished to the Committee that the relevant employment notices in respect of Class III posts are supplied to the nearby Employment Exchanges for exhibition and publicity. Employment notices regarding recruitment of Class IV staff are issued to Employment Exchanges within the recruitment unit. The following procedure is followed:

- (a) Where literacy is an essential qualification, applications from the candidates nominated by Employment Exchanges or registered by Employment Exchanges only are eligible for consideration. These may be limited in proportion to the total vacancies available in the recruitment unit concerned. In other cases, where literacy is not required for competence in the job and is not prescribed, applicants applying directly to the Railway Administration are also to be considered.
- (b) For the convenience of serving railway employees, applications from their sons/immediate dependents may be received by the Railway Administration direct. They should be got registered in an Employment Exchange by deputing a Welfare Inspector, if necessary, for this purpose and are thereafter eligible for consideration along with others. At the time of selection, no discrimination can be made between a candidate applying direct to the administration and the one nominated by the Employment Exchange and only the suitable ones will be selected for appointment. Applicants belonging to the Scheduled Castes and Scheduled

Tribes, even though they are not sons/immediate dependents of serving railway employees, are also given the benefit of getting their applications registered at the Employment Exchanges through a Welfare Inspector as indicated above.

2.23. In reply to a question, it has been stated that Employment Exchanges are not asked to send a list of suitable Scheduled Caste/Tribe candidates to the Zonal Railways/Railway Service Commissions for the purpose of selection. Reasons for the rejection of Scheduled Caste/Tribe candidates sponsored by the Employment Exchanges are also not recorded or communicated to the Employment Exchanges by the Zonal Railways/Railway Service Commissions.

Prescription of qualifying experience for posts

2.24. It was represented to a Study Group of the Committee which visited the various Zonal Railways in June, 1970 that when indents for recruitment were received by the Railway Service Commission from the Railways, they prescribed some qualifying experience for the post. It was further represented that it was not possible for the Scheduled Caste/Tribe candidates to have such experience and that the Scheduled Caste/Tribe candidates should be recruited even when they did not possess such experience and they should be trained after recruitment.

When this question was taken up with the Railway Board, they have stated in a note furnished to the Committee that as a rule, only minimum educational and technical qualifications are laid down for recruitment to the various Class III categories. There are, however, certain isolated posts where experience is also stipulated. e.g. Law Assistants, Motor Foreman, Foreman in a clothing factory, etc. These posts do not lie in the channel of promotion in any of the common categories and recruitment against these is not very frequently resorted to. Actually, recruitment to these isolated posts constitutes infinitesimal proportion to the total recruitment on the Railways. Moreover, experience as a qualification is attached only to those posts where it is unavoidable on account of the Railways having no facilities to give training on their own system.

2.25. Asked whether rigid conditions are prescribed for recruitment to technical posts, it has been stated in a note furnished to the Committee that:

"Railway is a department where safety of public is involved.

Accordingly, in the categories connected with safety of

operation which are mostly technical and operating categories, no concession whatsoever, in the minimum prescribed educational or technical qualifications is granted as a matter of policy. However, the Railway Service Commissions have full discretion to recommend Scheduled Caste/Tribe candidates who may obtain a lowplace on the panel except where such authority considers that the minimum standard necessary for the maintenance of the efficiency of the administration has not been reached. Adequate safeguards already exist to augment the intake of reserved community candidates. Any further relaxations would not be desirable from the safety point of view.

According to the existing rules, the General Managers are empowered to relax or modify the recruitment rules in special circumstances in specific individuals cases. They can also issue orders for deviation from these rules in respect of certain categories or on certain occasions provided such relaxations are purely on a temporary basis. Ordinarily, they do not refer such cases to the Board for the reasons mentioned above. Railway Board's prior approval is, however, necessary for long term or permanent alteration of rules."

Information about the absorption of Scheduled Castes/Tribes by Zonal Railways to Railway Service Commissions

2.26. Asked whether intimation was sent by all the Zonal Railways to the concerned Railway Service Commissions stating the number of Scheduled Castes/Tribes actually absorbed by them out of those recommended by the Railway Service Commission it has been stated in a note furnished to the Committee that the Railway Administrations have instructions that they should advise the Railway Service Commissions of appointment or otherwise of the candidates recommended by the Commissions. In this connection, instructions issued *vide* para 19 of the Railway Board's letter No. E(NG) 63RPI/35 dated the 9/10th July, 1970 read as follows:—

"The Railway Administrations should advise the Railway Service Commissions of the appointments or otherwise of the candidates selected/recommended by the Commissions. Offers of appointments should also be issued without any delay so that the selected candidates are not lost to the Administrations due to their securing jobs elsewhere on account of belated action in this respect."

2.27. It has been further stated that instructions are, however, being repeated to the Railways that they should invariably intimate

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(Library Service)
Central Government Publications.

to the concerned Railway Service Commissions the number of candidate, including those belonging to Scheduled Castes/Tribes, absorbed by them out of those recommended by the Commission.

2.28. The Committee note the procedure of recruitment followed by the Indian Railways. The Committee suggest that the exact number of vacancies reserved for Scheduled Castes and Scheduled Tribes (both arising in a particular year, as well as the carry-forward vacancies) should be mentioned in the indents of recruitment placed by all the Zonal Railways/Railway Administrations on the Railway Service Commissions/Employment Exchanges.

2.29. The Committee recommend that advertisements for recruitment to posts, the scales of which go beyond Rs. 375, should be published in the total newspapers also in addition to the leading national newspapers. All advertisements for recruitment should also be published in the newspapers which are devoted exclusively to the cause of Scheduled Castes and Scheduled Tribes.

2.30. Feasibility of broadcasting advertisements for recruitment through the various stations of the All-India Radio covering the area of recruitment should also be explored.

2.31. The Committee feel that close co-ordination and liaison between the Zonal Railways/Railway Administrations; Railway Service Commissions; and Employment Exchanges is imperative to augment the representation of the Scheduled Castes and Scheduled Tribes in the Services of the Railways. They suggest that precise reasons for the rejection of Scheduled Caste/Tribe candidates, who have been sponsored by the Employment Exchanges, should be recorded and communicated to them. The Employment Exchanges should also be requested to furnish a fresh list of Scheduled Caste and Scheduled Tribe candidates if suitable Scheduled Caste and Scheduled Tribe candidates are not available in a particular list.

2.32. The Committee stress that intimation should always be sent by all the Zonal Railways/Railway Administrations to the Railway Service Commissions/Employment Exchanges about the number of Scheduled Castes/Tribes actually absorbed by them out of those recommended by the Railway Service Commissions/Employment Exchanges.

2.33. The Committee note the contention of the Railway Board that "in the categories connected with safety of operation which are mostly technical and operation categories which are mostly technical and operating categories, no concession whatsoever, in the minimum

prescribed educational or technical qualifications in granted as a matter of policy". They, however, feel that in order to encourage the Scheduled Castes and Scheduled Tribes for taking up such posts, they may be selected by lowering the standards to the extent possible and given rigorous training before absorbing them in these posts.

2.34. The Committee also feel that the prescription of qualifying experience or rigid conditions for recruitment to posts reserved for Scheduled Castes and Scheduled Tribes should be avoided as far as possible. Wherever necessary, Scheduled Caste and Scheduled Tribe candidates, possessing the minimum required educational or technical qualifications, should be selected and given the requisite training or experience.

2.35. The Committee would also like the Railway Board to check up in detail with reference to all the recruitments made after 1961 for technical posts in order to see in how many cases the experience clause could have been waived. The result of the study should be furnished to the Committee in due course.

E. Procedure for Interviews

2.36. It has been prescribed *vide* the Ministry of Home Affairs O.M. No. 16/1/65-Estt(C) dated the 20th July, 1965 that:

"Where interviews are prescribed as a part of selection, Scheduled Caste and Scheduled Tribe candidates should, wherever feasible, be taken for interview in a separate block and preferably on a separate day so that they are not judged in comparison with general candidates and the orders regarding relaxation of standards in favour of Scheduled Castes and Scheduled Tribes could be prominently in view before the Interview Boards."

2.37. The Study Group of the Committee which visited the various Zonal Railways in June, 1970 were informed that the Scheduled Caste/Tribe candidates were neither being interviewed in separate blocs nor on separate dates. When this question was taken up with the Railway Board, they have stated in a note furnished to the Committee that in the case of Ministries and Departments other than the Railways a separate selection of Scheduled Castes/Tribes in held to form a separate select list from amongst all the candidates eligible for consideration for a particular grade. Again, when the vacancy arises, a selection is held by calling candidates upto six times the

number of vacancies strictly in order of general seniority, irrespective of the number of Scheduled Caste|Tribe candidates available in the zone of consideration. If in this general list, the Scheduled Caste|Tribe candidates do not qualify upto the number of vacancies reserved for them, the candidates from the separate select list are appointed.

2.38. On the Railways, while making a selection, candidates upto four times the number of vacancies, including those from reserved communities, are considered even by going upto three grades below the grade of selection. Reduction in marks to 50 per cent, against 60 per cent for others, in 'professional ability' and 'aggregate' is allowed to Scheduled Caste|Tribe candidates in promotion to selection posts in Class III, where safety aspect is not involved. Papers of unsuccessful candidates belonging to these communities are then put up for review at the level of the General Manager on a Zonal Railway. The reserved community candidates are thus provided adequate safeguards, even though they are considered along with other community candidates.

2.39. Instructions are, however, being issued to the Railways and the Railway Service Commissions to hold separate interviews for Scheduled Caste|Tribe candidates both in the matter of recruitment and promotion.

2.40. The Committee are glad to note that instructions are being issued by the Railway Board to the Railways and the Railway Service Commissions to hold separate interviews for Scheduled Caste/Tribe candidates both in the matter of recruitment and promotion. A copy of the instructions issued may be furnished to the Committee for their information.

F. Maintenance of Rosters

2.41. The Committee have been informed that in order to give proper effect to the reservations prescribed, very appointing authority is required to treat vacancies as 'reserved' or 'unreserved' according to a model roster. A separate roster is maintained for recruitment/appointment to each category in each class or service by the appointing authority. In the case of isolated individual posts and small cadres consisting of less than 20 posts, vacancies are grouped with posts in the same class and carrying similar status, salary and qualifications to facilitate the application of the roster.

The Committee have been further informed that at the time of recruitment, the current quota plus the carry forward quota, if any, not exceeding 45 per cent of the total vacancies, is calculated for the purpose of reservation. The Railway Service Commissions, in the case of Class III services, and the Recruitment Selection Boards, in the case of Class IV services, are intimated the number of reserved posts, both for the Scheduled Castes and the Scheduled Tribes separately. A panel of qualified candidates is drawn strictly in order of merit. When this panel is received from the recruitment agencies, the appointing authority makes appointments in accordance with the prescribed reservation roster. While doing so, even if a Scheduled Caste candidate happens to hold a lower position on the panel, he is picked up and appointed in preference to others against roster points. Once the Scheduled Caste/Scheduled Tribe candidates are appointed against the roster points, their seniority is determined on the basis of the panel position where no training is provided, and on the basis of the merit position in the examination, where training is provided. Thus the roster is a mechanism to watch adequate intake of the Scheduled Castes and Scheduled Tribes on the Railways which comes into play at the time of recruitment and appointment.

2.42. During the course of its visit to the various Zonal Railways, the Study Group of the Committee observed that rosters were not being maintained properly in some of the Zonal Railways and they were also not being checked by the higher officers. Asked what checks are exercised to ensure that the rosters are maintained properly and in accordance with the orders on the subject, the Railway Board has stated in a note furnished to the Committee that in order to ensure that a check on the rosters is exercised at an adequately high level, standing instructions have been issued on the 16th September, 1970 that the rosters should be checked, at least once in six months, by Assistant/Senior Personnel Officers at the various levels on the Zonal Railways. It has further been stipulated in these instructions that the Chief Personnel Officer, who has been nominated as the Liaison Officer to look after the interests of the Scheduled Castes and Scheduled Tribes, should also conduct annual inspections of these rosters.

2.43. The Committee agree that the roster is the mechanism to watch adequate intake of the Scheduled Castes and Scheduled Tribes on the Railways but it would cease to have any significance whatsoever if it is not maintained properly, a fact which was noted by the Study Group of the Committee during their on-the-spot visit to

some of the Zonal Railways. The Committee note that standing instructions have now been issued by the Railway Board in September, 1970 for the proper maintenance of rosters and their periodical checking by the higher Officers... They hope that these rosters will now be properly maintained in accordance with the extant orders and checked regularly.

G. Staff Position and Shortfalls

2.44. The Staff position in the Railway Board and in the various Zonal Railways (as on 31.12.1969) has been stated to be as follows:

Category/class of posts	Total No. of employees	No. of Employees		Percentage of	
		SC	ST	SC	ST
1	2	3	4	5	6
<i>Railway Board</i>					
I	36	3	..	8.33	..
II	123	5	1	4.06	0.81
III	1426	186	10	13.04	0.7
IV	480	120	4	25.00	0.83
<i>Central Railway</i>					
I	314	3		0.95	
II	468	18		3.85	
Temporary officers neither Cl. I nor Cl. II	71	3		4.22	
III	69336	7326	810	10.55	1.15
*IV	106466	29888	4116	28.00	3.85
<i>Western Railway</i>					
I	317	11	3	3.5	0.95
II	522	21		4.00	..
Temp. Officers	57	2	..	3.5	..
III	72855	6097	1740	8.4	2.4
*IV	106422	19450	9472	18.3	8.9

*Including Sweepers.

	1	2	3	4	5	6
<i>Northern Railway</i>						
I	356	12	1	3·37	0·3	
II	606	12	1	1·98	..	
III	73496	6352	48	8·5	..	
*IV	112821	20830	583	18·46	0·49	
<i>South Central Railway</i>						
I	191	7	1	3·66	0·52	
Temporary	67	3		4·48	..	
II	306	16	6	5·22	1·98	
III	39527	4310	291	10·9	0·74	
*IV	54248	12767	899	23·53	1·66	
<i>Southern Railway</i>						
I	275	9	..	3·3	..	
II	349	11	3	3·2	0·9	
Neither Class I nor Class II	32	..	..	..	..
III	61360	5366	141	8·7	0·2	
*IV	65861	12542	307	19·0	0·5	
<i>Eastern Railway</i>						
I	302	13	..	4·3	..	
II	578	19	2	3·2	0·3	
III	84151	7363	429	8·7	0·5	
IV	87003	20310	2696	18·4	2·4	
<i>South Eastern Railway</i>						
I	301	24	5	7·09	1·6	
II	622	23	3	3·7	0·5	
III	70498	4523	1523	6·4	0·2	
*IV	94897	19250	8951	19·6	0·9	
<i>North-Eastern Railway</i>						
I	190	10	..	5·3	..	
II	75	2	..	2·7	..	
III	34988	2555	75	17·3	0·21	
IV	41188	4821	27	11·7	0·11	
Temporary						

*Excluding Sweepers.

	1	2	3	4	5	6
Temporary						
I	.	..	..	..	..	..
II	.	190	3	1.6	..	..
Temporary Officers	.	26	2	..	7.7	..
III	.	1955	195	4	9.97	0.2
IV	.	5385	1696	41	31.49	0.76
<i>N. F. Railway</i>						
I		190	8	7	4.2	3.7
II		266	5	2	1.9	0.7
III		29336	1931	568	6.5	0.2
IV		47534	6159	2237	12.9	4.9
<i>Chittaranjan Locomotive Works</i>						
I	.	66	1	..	1.5	..
II	.	63	1	..	1.6	..
III	.	8170	530	118	6.4	1.4
IV	.	4711	1993	496	25.4	10.5
<i>Diesel Locomotive Works</i>						
I	.	42	2	..	5.0	..
II	21	21	..	..	..	..
III		3480	268	4	7.7	0.1
IV		1747	152		9.0	..
<i>Integral Coach Factory</i>						
I		40	1		2.5	
II		40	3	..	7.5	..
III		7837	1042	15	13.3	0.2
IV		3124	998	3	31.95	0.10
<i>Research, Design and Standard Organisation</i>						
I		153	1	..	0.6	..
II		102	..	1	..	1.0
III		1855	147	12	7.9	0.65
IV		574	152		26.49	

The Committee have been informed that so far as Class I posts are concerned, recruitment is made by the Railway Board through the Union Public Service Commission. There is normally no direct recruitment in Class II posts on the Zonal Railways, except in categories like Assistant Medical Officers, which is done through the Union Public Service Commission.

2.45. The Committee desired to know whether the percentages fixed for Scheduled Castes and Scheduled Tribes are relatable to the vacancies, which arise in the course of a year or to the total strength of the organisation. It has been stated that the percentages fixed for Scheduled Castes and Scheduled Tribes are relatable to the vacancies which arise in the course of a year and not to the total strength of the organisation.

Recruitment made during the last three years

2.46. The Committee desired to know the number of persons recruited during each of the last three years by the various Zonal Railways and the number of Scheduled Castes and Scheduled Tribes among them. Information has been received from some of them, which is reproduced below:

Year	Category of posts	Total No. of vacancies available.	Quota reserved for SC/ST		Total No. of persons recruited	Number of SC/ST recruited	
			SC	ST		SC	ST
1	2	3	4	5	6	7	8
<i>Central Railway</i>							
1967-68	III	364	37	25	364	43	1
	IV	955	124	67	955	248	30
1968-69	III	23	3	1	23	..	..
	IV	89	12	6	89	17	1
1969-70	III	127	16	9	127	10	3
	IV	141	18	10	141	22	2
<i>Southern Railway</i>							
1967-68	III	96	43	21	96	9	3
	IV	1674	270	222	1674	422	16
1968-69	III	176	41	20	176	29	7
	IV	1042	182	200	1042	197	31
1969-70	III	69	31	12	69	11	1
	IV	126	180	144	1126	340	14
<i>South-Central Railway</i>							
1966-67	III	*	46	17	*	48	11
	IV	*	163	25	*	397	28
1967-68	III	*	15	5	*	9	4
	IV	*	58	10	*	169	9
1968-69	III	..	30	10	*	14	..
	IV	..	298	129	..	316	..

* Figures not furnished

1	2	3	4	5	6	7	8
<i>Chittaranjan Locomotive Works</i>							
1967	III	42	7	4	42	3	3
	IV	121	34	18	121	62	87
1968	III	37	3	2	37	1	1
	IV	89	14	6	89	10	20
1969	III	26	5	1	26	5	1
	IV	5	1	..	5	1	1
<i>Diesel Locomotive Works</i>							
1967	*	1	..	..	*	..	..
1968	*	17	4	1	*	4	..
1969	*	26	4	1	+	4	2
<i>Research Design and Standard Organisation</i>							
1967	III	267	43	19	332	23	1
	IV	116	12	3	71	17	..
1968]	III	246	47	21	360	28	1
	IV	146	16	5	95	28	..
1969	III	792	42	19	311	33	2
	IV	116	12	4	75	42	..
<i>South Eastern Railway</i>							
1967-68	III	236	34	36	236	21	11
	IV	3728	576	501	3728	857	450
1968-69	III	69	10	10	69	4	3
	IV	1140	174	153	1140	235	102
1969-70	III	108	16	14	108	7	3
	IV	2268	351	306	2268	371	220
<i>Eastern Railway</i>							
1967-68	III	*	96	66	*	59	6
	IV	*	78	143	*	78	56
1968-69	III	*	15	7	*	12	4
	IV	*	..	22	*	..	12
1969-70	III	351	51	40	*	38	7
	IV	433	57	87	*	154	7
<i>Western Railway</i>							
1967-68	III	*	57	78	*	17	3
	IV	*	349	502	*	407	228
1968-69	III	*	90	126	*	48	25
	IV	*	279	336	*	230	196
1959-70	III	304	76	103	*	32	7
	IV	459	119	197	*	57	33

*Figures not furnished.

1	2	3	4	5	6	7	8
<i>Integral Coach Factory</i>							
1967-68]	III	29	5	..	29	3	
	IV	114	16	6	114	42	
1968-69]	III	35	5	3	35	8	
	IV	96	15	5	96	36	
1969-70]	III	139	27	13	139	23	2
	IV	64	10	16	64	13	..

Shortfalls and remedial measures

2.47. Explaining the reasons for shortfalls in Class III and Class IV posts, the General Manager of the Central Railway informed the Study Group of the Committee which visited the various Zonal Railways in June, 1970, that there was a ban on recruitment since 1966. He also said that there was a lot of surplus staff in the Railway due to dieselisation and mechanisation. As soon as the ban on recruitment was lifted, efforts would be made to fill up the quota reserved for Scheduled Castes and Scheduled Tribes.

On the question of imposition of the ban on recruitment, the Railway Board have stated in a note furnished to the Committee that in order to bring about reduction in expenditure on administration, a ban on recruitment of staff on the Railways was placed for the first time in February, 1960. Relaxations have been made from time to time and the ban on recruitment is now applicable only in respect of categories of clerks, stenographers, record sorters, dafftries, peons and farashes in offices. A further relaxation has been recently made in respect of clerical staff enabling the Railways to fill the vacancies to the extent of 50 per cent arising during a year and, in special cases, the General Managers have been authorised to make recruitment upto a further 10 per cent, where absolutely necessary. In respect of other categories of Class III staff, the Railways are required to obtain the Railway Board's prior approval before they place indents on the Service Commissions or advertise directly. This has been done to ensure absorption of surplus staff before recruitment from the open market was resorted to. Even in this regard, a further relaxation has been made and the Railways

have been permitted to go in for direct recruitment without obtaining the Railway Board's prior approval, in respect of the following categories:

- (1) Ticket Collectors.
- (2) Commercial Clerks|Coaching Clerks|Goods Clerks.
- (3) Signallers.
- (4) Train Clerks.
- (5) Asstt. Station Masters and Traffic Signallers.
- (6) Guards.

2.48. Thus the ban on recruitment is being gradually lifted keeping in view the work load of the Railways and with the gradual acceleration of the pace of recruitment on the Railways, chances of increased intake of the Scheduled Caste and Scheduled Tribe candidates will become brighter.

2.49. Asked about the position of the surplus staff, the Chairman of the Railway Board has informed the Committee during evidence that there is not a single person who is being retrenched by the Railways because of there being surplus staff. He admitted that the reserved quota might not be filled by the Scheduled Castes and Scheduled Tribes while filling up the vacancies from the surplus staff, if there is no such Scheduled Caste or Scheduled Tribe among them. He has emphasised that the question of reserved quota would arise only at the time of fresh recruitment of additional staff. At present, so far as the surplus staff is concerned, they are only being transferred from one section to another and no new vacancy has been created. He has said:

"No outsider could be appointed till my responsibility of giving alternative jobs to my staff is fulfilled. Even under the Industrial Disputes Act, you will find that in the course of rationalisation or mechanisation, you will have to provide employment for the staff that is surplus. In fact, you will not be able to reduce their emoluments also."

He has assured the Committee that no person would be retrenched.

2.50. In reply to a further question, he said:

"Since we have switched over to Diesel and Electric engines, ordinary steam engines are reduced and some persons working in this area were found surplus. We did not transfer the persons belonging to the Scheduled Castes and Scheduled Tribes from this area because they will lose their other benefits but others were transferred."

2.51. The Study Group of the Committee was also informed by the Chairmen of the Railway Service Commissions at Bombay and at Calcutta, in June, 1970, that the Railway Service Commissions found difficulty in recruiting suitable Scheduled Caste and Scheduled Tribe candidates against technical posts and Scheduled Tribe candidates against both technical and non-technical posts. When the Committee called for the comments of the Railway Board in the matter, the Railway Board has admitted in a note furnished to the Committee, that difficulty is being experienced in getting adequate number of Scheduled Castes in technical categories and Scheduled Tribes both in technical and non-technical categories. The main reason for this difficulty is stated to be that candidates with requisite qualifications are not available. In the case of Scheduled Tribes, there has been a certain amount of reluctance on their part to serve in unfamiliar surroundings, away from their tribal territory. With the development of public sector undertakings near tribal belts, e.g., the Heavy Engineering Corporation at Ranchi, Steel Projects at Bhilai, Rourkela, etc., Scheduled Tribe candidates generally prefer appointment in those undertakings to working at remote places on the Railways.

2.52. For technical categories on the Railways, candidates are generally recruited as apprentices. In the case of Scheduled Caste and Scheduled Tribe apprentices, if they fail to qualify in the examination at the end of their training period, they are given one additional chance with stipend and another repeat course without stipend, whereas in the case of candidates other than the Scheduled Castes|Scheduled Tribes, only one repeat course without any stipend is allowed, where the administration considers it desirable.

2.53. In the lowest category of Trade Apprentices, where an appreciable number of Scheduled Caste|Scheduled Tribe candidates pass out of I.T.Is. every year, and Scheduled Caste|Scheduled Tribe apprentices are also trained along with others under the Apprentices Act, 1961, it has been stated that due to the Workshops having been

put on the incentive scheme, there have been surpluses in the artisan category. Accordingly, the Railway Board had to impose a ban in order to absorb surpluses. Shortfalls in these categories, if any, can be made good only when fresh recruitment is again started.

2.53. Explaining further the reasons for shortfalls in the technical categories, the Chairman of the Railway Board has informed the Committee during evidence that the difficulty arises where the minimum qualification for a post is Diploma, etc. Many candidates are not forthcoming with the requisite qualifications. However, in posts, where matriculation is the minimum qualification, Scheduled Caste and Scheduled Tribe candidates are recruited and given the necessary training. But there is no guarantee that they will be absorbed unless they pass the examination. The only relaxation given to the Scheduled Castes and Scheduled Tribes in this regard is that if they fail in their first attempt, they are given a second chance with stipend and if they fail in their second attempt also, they are given a third chance without a stipend. Whereas, non-Scheduled Castes/Tribes are given only one extra chance and that too without stipend. In reply to a question, he has suggested:

“The solution is that we have got to see that the reserved seats in the various technical schools are invariably operated. Further, you have got also to see that the poor boys get more and more scholarships. There are people from poorer sections. Although, there is a seat, but if the adequacy of the amount of the scholarship is not there, sometimes they cannot avail of this thing. That part you will have to see also.”

2.55. Asked whether it would not be advisable to absorb Scheduled Caste and Scheduled Tribe candidates after five years' training in one category or the other, the Chairman of the Railway Board has stated that the Railways would always try to do so.

2.56. The Committee have also been informed that where recruitment is made otherwise than by examination, the appointing authority has discretion to select candidates from the Scheduled Castes and Scheduled Tribes fulfilling a lower standard of suitability, than from other community candidates. Asked about the extent to which this discretion has been actually exercised by the appointing authorities in favour of the Scheduled Castes and Scheduled Tribes, it has been stated in a note furnished to the Committee that the instructions on the subject are that in the case of technical categories where recruitment is made otherwise than by

examination, Scheduled Caste|Tribe candidates with lower standard of suitability are selected as long as they fulfill the minimum educational and technical qualifications. In the case of non-technical and quasi-technical categories, even if the Scheduled Castes|Tribes are not available with the relaxed standard to fill the reserved quota, the best among the failures, who possess the requisite educational qualifications laid down in the notice for recruitment|advertisement, are appointed and they are given inservice training to bring them upto the required standard. Although the Railway Board is not receiving any reports which may give details of such information, the above instructions are being followed on the Railways and by the Railway Service Commissions. The tempo of recruitment has, however, been slow due to the ban on recruitment imposed on the Railways.

2.57. Asked to suggest concrete measures to improve the intake of the Scheduled Castes and Scheduled Tribes, especially in the technical categories, the Committee have been informed that certain categories of staff on the Railways, like technical and operating categories, are connected with the safety aspect on Railway working. Special care has, therefore, to be taken to lay down the educational qualifications, experience, etc. required of those to be appointed against these categories. Actually, the best staff recruited through an open competition is preferred to man such posts. This is done in order not to endanger the safety of the travelling public. The Scheduled Caste|Tribe candidates are appointed even if they do not figure in the competitive field and merely qualify with minimum educational and technical qualifications. On selection, they are put through prescribed apprenticeship and if they do not come up to the standard, their period of apprenticeship is extended to make them suitable even by giving stipend for the second time.

2.58. It has been further stated that any further relaxation, in so far as these categories are concerned, is not considered desirable in view of the special requirements of the Railways.

2.59. Asked about the machinery available with the Railway Board to see whether the Railway Service Commissions have made the recruitment properly, the Chairman of the Railway Board has stated during evidence:

"The selection is made by the Service Commission and we do not have a machinery to oversee their work. They are told that we want so many Scheduled Castes, so many Scheduled Tribes and so many others. Selection is their business."

2.60. The Committee have been further informed that where the Railway Service Commission, which is the recruiting authority for Class III Services, fails to recommend the number of Scheduled Caste/Tribe candidates to the extent the vacancies are reserved for Scheduled Castes/Tribes, the General Managers have been delegated with special powers to appoint Scheduled Caste/Tribe candidates direct from the open market without any further reference to the Railway Service Commission to make good the shortfall. A copy of the relevant instructions issued in this regard may be seen at Appendix II.

Ad Hoc Recruitment

2.61. The Committee desired to know whether special recruitment has been resorted to by the Zonal Railways to wipe out the deficiency in the posts filled by Scheduled Castes and Scheduled Tribes. The information received from some of the Zonal Railways is indicated below:

Western Railway

In the year 1965, special selection for recruitment of Scheduled Tribes to liquidate the outstanding deficiency of Scheduled Tribes quota was held and 35 candidates were selected.

Northern Railway

Special recruitment was held in the years 1960, 1961 and 1964 and 186, 27 and 208 Scheduled Castes were recruited respectively, Arrangements are being made to hold special recruitment to make up the shortfall.

North-east Frontier Railway

In the year 1965-66, special selection for recruitment of Scheduled Castes and Scheduled Tribes to liquidate the outstanding deficiency of these candidates was held and 13 Scheduled Castes and 30 Scheduled Tribes were recruited.

Southern Railway

Special recruitment was held and 18 Scheduled Castes and 3 Scheduled Tribes in the year 1966-67, 4 Scheduled Castes and one Scheduled Tribe in the year 1967-68 and four Scheduled Castes and one Scheduled Tribe in the year 1969-70 were recruited.

South Eastern Railway

Special recruitments were made to wipe out the deficiency of Scheduled Castes and Scheduled Tribes. Upto 1965, 138 Scheduled Castes and 149 Scheduled Tribes candidates were recruited.

South Central Railway

Arrangements are being made to hold special recruitment to make up the shortfall.

Staff Review

2.62. In reply to a question whether the Railway Board has conducted any survey to find out the position of the Scheduled Castes and Scheduled Tribes in the services of the Railways with a view to suggest remedial measures to improve their representation in services, it has been stated in a note furnished to the Committee that:

“There is a separate Cell in the Board's office which looks after the interests of Scheduled Caste and Scheduled Tribe railway employees. This Cell watches the increase or decrease in the strength of Scheduled Castes/Tribes every year through periodical returns, and where necessary remedial measures are taken to increase their intake in Railway Services.

In view of the above, no necessity is felt to have any further survey to be conducted by the Railway Board.”

2.63. Asked whether a staff review is made by the Zonal Railways regularly, it has been stated in a note furnished to the Committee that annual review of staff strength in individual departments of the Zonal Railways *vis-a-vis* the work load devolving on them is conducted by the Railway Board. Instructions have been issued to FA & CAOS of Railways to conduct special reviews more frequently of trends of staff strength for the Departments in which the increase in staff strength are shown in the review made by the Railway Board to be disproportionate to the increase in workload. The actual periodicity of special reviews in such cases will depend on circumstances of each case. No reports on reviews made are received from the Zonal Railways.

2.64. It has been further stated that in regard to recruitment of Scheduled Castes and Scheduled Tribes, annual reports are being received from the Zonal Railways by the Railway Board which, after

consolidation, are also passed on to the Ministry of Home Affairs and the Commissioner for Scheduled Castes and Scheduled Tribes.

2.65. The Committee are distressed to find the insignificant representation of the Scheduled Castes and Scheduled Tribes in the Class I and Class II Services of the Railway Board as well as of all the Railways. They also regret to note that even in the Class III Service, the representation of the Scheduled Castes is much below the quota reserved for them and the representation of the Scheduled Tribes is very insignificant. The under representation of the Scheduled Tribes persists in Class IV Services also. Considering these heavy short-falls, the Committee cannot help concluding that orders/instructions on the subject are neither being followed in letter and spirit by the Railway Service Commissions and the other appointing authorities on the Railways nor is adequate attention being paid to improve the situation. The Committee would like to impress upon the Railway Board the need to devise adequate checks to ensure rigid application of the extant orders on the subject.

2.66. The Committee are of the opinion that the Railway Board should have conducted a survey about the employment of Scheduled Castes and Scheduled Tribes in the Railways in view of their poor representation. The Committee would urge the Railway Board to conduct such a survey now so that effective steps may be taken to improve their representation in the services of the Railways. Now that the ban on recruitment has been partially lifted, it should not be difficult for the Railways to improve the position.

2.67. The Committee stress that the discretion vested in the appointing authorities to select Scheduled Caste and Scheduled Tribe candidates fulfilling lower standards of suitability, should be exercised liberally and more frequently. All the Zonal Railways should be asked to submit periodically to the Railway Board statistics showing the number of Scheduled Castes and Scheduled Tribes recruited by exercising this discretion.

2.68. The Committee appreciate that special recruitments have been resorted to by some of the Zonal Railways previously to wipe out the deficiency of Scheduled Castes and Scheduled Tribes in the posts reserved for them. They urge that special recruitments should be resorted to more frequently by all the Railways to improve the representation of Scheduled Castes and Scheduled Tribes in the services of the Railways.

H. Confidence Building Scheme

2.69. In a note furnished by the Railway Board to the Committee, it has been stated that:

"A copy of the Scheme for building confidence among Scheduled Castes and Scheduled Tribes has been obtained from the Department of Social Welfare. The Scheme is intended for the establishment of Coaching-cum-Guidance Centres to render guidance and pre-employment coaching to Scheduled Caste and Scheduled Tribe candidates. The main functions of the scheme are to provide 'confidence building' training to Scheduled Caste and Scheduled Tribe candidates registered with the Employment Exchanges for Class III and Class IV, to review old cases of registrants for vocational guidance, to administer psychological tests to assess aptitudes, intelligence etc. and to disseminate and distribute occupational information, particularly suitable for Scheduled Caste/Tribe applicants.

On Railways, the recruitment for Class III services is made through Railway Service Commissions and it is open to all candidates, including those registered with the Employment Exchanges, to apply direct to the Commission on the prescribed application form. Since there is no bar for such candidates to apply for appointment on Railways, the Railways would automatically get a share of these candidates who have received 'Confidence' training from the Employment Exchanges as and when recruitment is resorted to."

2.70. The Committee feel that it should be possible for the railways, which recruit a large number of persons every year, to adopt a confidence-building scheme for Scheduled Castes and Scheduled Tribes in the Railways on the lines of the Scheme launched by the Department of Social Welfare. They suggest that the Scheme, as formulated by the Department of Social Welfare, may be examined in all its aspects in order to see whether it could be initiated by the various Railways in their Training Schools.

I. In-Service Training

2.71. The Yardi working Group had recommended in its Report (1967) as follows:—

"As an experimental measure, it would be desirable to select the best among the candidates being considered for selection, give them in-service training and confirm them only

after they have acquired the requisite proficiency. In the initial stages, this could be confined to the non-technical and quasi-technical posts."

The Ministry of Home Affairs accepted the above recommendation and issued orders *vide* their O.M. No. 24/7/67 (1)—ESII (SCT) dated the 24th September, 1968, relevant extracts from which are reproduced below:—

".....With effect from the date of issue of this Memorandum, in case where the requisite number of Scheduled Caste/Tribe Candidates fulfilling even the lower standards are not available to fill the vacancies reserved for them, the selecting authorities should, to the extent of the vacancies reserved for Scheduled Castes/Scheduled Tribes in non-technical and quasi-technical Class III and Class IV service/posts required to be filled by direct recruitment otherwise than by written examination, select for appointment the best amongst the Scheduled Caste/Scheduled Tribe candidates who fulfil the minimum educational qualifications laid down in the notice for recruitment/advertisement, and in order to bring them upto the minimum standard necessary for the posts and for the maintenance of efficiency of administration, they should be given in-service training. The in-service training will be provided by the appointing authorities within their own offices. Such candidates will, on their appointment, be placed on probation and the rules/orders regarding probation will apply to them."

2.72. So far as the Ministry of Railways (Railway Board) is concerned, the Committee have been informed during evidence that they have accepted the recommendation of the Yardi Working Group. However, it has not been put into actual practice. The Railway Board has further stated in a note furnished to the Committee that:

"In categories where technical training in the form of apprenticeship is necessary, Scheduled Castes and Scheduled Tribe candidates are given a second chance with stipend. In probationary categories, their probationary period could be enhanced to make them suitable for the posts against which they are to be appointed. The in-service training in non-technical categories is provided by the appointing authorities within their offices to bring them up to the mini-

imum standard necessary for the posts. In Class IV categories also, they are attached to senior employees to come up to required standard."

2.73. The Study Group of the Committee which visited the Zonal Railways in June, 1970 gathered the impression that in-service training facilities exclusively for Scheduled Castes and Scheduled Tribes have not been started by any of the Zonal Railways.

2.74. The Committee feel that unless a special in-service training programme, especially for those Scheduled Caste/Tribe candidates, who have been recruited by lowering the standards, is initiated by the Railway Board/Railways, it may be very difficult to bring such employees at par with others and make them suitable for higher posts. They note in this connection that the Railway Board has accepted the recommendation of the Yardi Working Group on the subject. They hope that it will be implemented without any further delay.

J. Ex-Cadre Posts

2.75. It has been stated in a note furnished to the Committee that ex-cadre posts are created by the authority competent to create non-gazetted posts. Such posts are not within the normal avenue of promotion of staff in a particular cadre but staff in different cadres in the allied categories are considered. Ex-cadre posts have been classified as selection and non-selection posts. In filling such posts, the normal procedure for filling the selection and non-selection posts respectively is followed but only the conditions for field of eligibility are not the same.

2.76. Instructions have been issued *vide* the Railway Board letter No. E(SCT) 57CM 1/20 dated the 27th April, 1959 providing that there should be reservation in ex-cadre posts such as Passenger Guides, Welfare Inspectors, Safety Inspectors, Platform Inspectors, Publicity Inspectors, etc. which are filled by drawing staff from more than one branch. These instructions read as follows:

"There are certain other types of posts on Railways such as Passenger Guides, Welfare Inspectors, Safety Inspectors, Platform Inspectors, Publicity Inspectors, etc., which are ex-cadre posts filled by drawing staff from more than one branch. Filling of these posts is in the nature of direct recruitment and the reservation for Scheduled Castes and Scheduled Tribes as applicable to direct recruitment should be applied."

2.77. The Committee have been told during evidence that there is no reservation for Scheduled Castes and Scheduled Tribes in ex-cadre posts in the Ministries and Departments other than the Railways. The provision of reservations for Scheduled Castes and Scheduled Tribes in ex-cadre posts in the Railways is a deviation from the orders of the Ministry of Home Affairs on the subject, as an additional benefit for the Scheduled Castes and Scheduled Tribes.

2.78. The Committee desired to know the number of ex-cadre posts filled by Scheduled Castes and Scheduled Tribes in the various Zonal Railways. The information received from some of them is tabulated below:

Name of the Rly.	No. of ex-cadre posts filled by Such. Castes	No. of ex-cadre posts filled by Sch. Tribes
1	2	3
Central Railway	6	-
Western Railway	36	..
Northern Railway	24	1
South Central Railway	6	..
Eastern Railway	17	1
N. F. Railway	1	..
Chittaranjan Locomotive Works	11	1
Diesel Locomotive Works . . . . .	..

2.79. The Committee appreciate that reservations have been provided for Scheduled Castes and Scheduled Tribes in the ex-cadre posts also in the Railways. They hope that all the reserved ex-cadre posts will be actually filled by the Scheduled Castes and Scheduled Tribes.

K. Publication of a Brochure

2.80. In reply to a question whether any brochure or publication giving comprehensive information about the posts reserved for Scheduled Castes and Scheduled Tribes in the various Zonal Railways, method of recruitment, qualifications required, other concessions and facilities available for them, etc. has been brought out, it

has been stated in a note furnished to the Committee that no such brochure or publication has been issued. However, employment notices issued from time to time by the Railway Service Commissions or by the Railway Administrations and the various divisions or units under their administrative control for recruitment of Class III or Class IV staff give information about posts reserved for Scheduled Castes and Scheduled Tribes, qualifications required, etc. In addition to advertisement of these notices in the various newspapers, copies are also sent to the Employment Exchanges, the Commissioner for Scheduled Castes and Scheduled Tribes and associations of Scheduled Castes and Scheduled Tribes. Such notices are also displayed on the notice boards in various offices, Railway Stations etc. In view of this wide publicity, the Railway Board feels that a separate brochure will not be of any additional advantage.

2.81. The Chairman of the Railway Board has, however, agreed during evidence that a brochure giving the facilities for Scheduled Castes and Scheduled Tribes, their promotional quota, etc. available in the Railways for the guidance of Scheduled Castes and Scheduled Tribes can be published but a comprehensive brochure stating the rules etc. has to be published by the Ministry of Home Affairs.

2.82. The Committee hope that a brochure giving comprehensive information about the posts reserved for Scheduled Castes and Scheduled Tribes in the Railways, method of recruitment, qualifications required and other concessions and facilities available for them will soon be published by the Railway Board as agreed to by the Chairman of the Railway Board during evidence.

L. De-Reservation

2.83. The procedure for the de-reservation of posts has been stated to be as follows:

“No Railway is permitted to de-reserve a reserved vacancy in non-technical categories without the prior approval of Railway Board. On receipt of such a suggestion, the Railway Board ensures that all possible steps including General Manager's exercising special powers vested with him, are taken before de-reservation actually takes place.

In the case of technical and operating categories, though the Railways have been permitted to fill the reserved vacancies by non-reserved candidates on non-availability of suitable Scheduled Castes and Scheduled Tribes, they have to send a report to the Board indicating the steps taken by them

before de-reservation of reserved vacancy. But the vacancies thus de-reserved are carried forward and added to the current quota."

2.84. It has been further stated that instructions on the subject have also been reiterated from time to time to ensure strict compliance with them. Whenever any lapse in the matter of de-reservation comes to the notice of the Railway Board, the matter is taken up with the concerned Railway. The Railways are not required to communicate the reasons of de-reservation to the Commissioner for Scheduled Castes and Scheduled Tribes.

2.85. The numbers of posts de-reserved by the various Zonal Railways during each of the last three years have been stated to be as follows:

Name of the Railway	Year	No. of posts de-reserved			
		Class III		Class IV	
		SC	ST	SC	ST
1	2	3	4	5	6
Central Railway	1967	7	14		87
	1968	4	3		3
	1969	..	..		..
Western Railway	1967	10	24	..	..
	1968				
	1969				
Northern Railway	1967	..	..	..	..
	1968	2	2	..	..
	1969	2	2	..	..
Southern Railway	1967	8	5	..	..
	1968				
	1969				
North-Eastern Railway	1967	4	..	..	..
	1968				
	1969				
N. F. Railway	1967	43	73	..	80
	1968				
	1969				
Chittaranjan Locomotive Works	1967	19	7		..
	1968	17	5		..
	1969	10	2		..
Research, Design and Organisation	Standard				
	1967	41	24	..	3
	1968	34	34	..	5
	1969	31	22	..	7

[No posts have been reserved by South-Central Railway, Eastern Railway, South-Eastern Railway and Integral Coach Factory during each of the last three years].

2.86. The Committee regret to note the large number of posts de-reserved by the Railways, as mentioned in Para 2.85 above, during each of the last three years. The Committee feel that the procedure being followed by the Railways for the de-reservation of posts needs close scrutiny to ensure that de-reservation of posts is avoided as far as possible. They suggest that precise reasons for de-reservation of posts should also be intimated to the Commissioner for Scheduled Castes and Scheduled Tribes for his information. The Committee also suggest that before a post is de-reserved, the matter should again be referred to the Railway Service Commissions/Employment Exchanges in order to explore the possibility of getting suitable Scheduled Caste and Scheduled Tribe candidates.

M. Transfers

2.87. A copy of the orders regarding the transfer of Scheduled Caste/Tribe employees to places near their home towns, as far as possible, is placed as Appendix III. It has been enjoined in these instructions that, as far as possible, Scheduled Caste/Tribe employees should be transferred to places near their home towns so that they may not find any difficulty in securing accommodation. It has been stated that exigencies of service, do not sometimes permit such transfers being effected. This cannot be helped but, as far as possible, efforts are made in this direction. This concession has been given, keeping in view the difficult housing position for staff on the Railways.

2.88. It has been further stated that instructions are being issued again that Scheduled Caste and Scheduled Tribe employees should be referred to the Railway Service Commissions/Employment Exchanges, as far as possible, subject to the exigencies of service. The Chairman of the Railway Board has clarified during evidence that the Scheduled Caste and Scheduled Tribe employees are not liable to inter-Divisional or inter-Railway transfers.

2.89. The Committee pointed out during evidence that representations/complaints had been received from a large number of Scheduled Caste/Scheduled Tribe employees of North East Frontier Railway against their transfer to places far away from their home towns.

2.90. The Committee stress that the Scheduled Caste and Scheduled Tribe employees should be posted near their home towns to the maximum extent possible. They feel that the Railway Board should keep a strict watch in the matter to avoid undue harassment of the Scheduled Caste and Scheduled Tribe employees.

CHAPTER III

PROMOTIONS

A Promotion Procedure

3.1. A copy of the relevant orders on promotions may be seen at Appendix IV. These orders have been subsequently amended and the percentages in promotion increased to 15 per cent for Scheduled Castes and 7½ per cent for Scheduled Tribes with effect from 25.3.1970 *vide* Railway Board letter No. E(SCT) 70CM15|10 dated 20.4.1970. It has been stated to the Study Group of the Committee which visited the various Zonal Railways in June, 1970, by the Chairman, Railway Service Commission, Bombay, that there should be no difficulty in getting suitable Scheduled Caste and Scheduled Tribe candidates for promotional quota as at the time of initial recruitment the candidates had satisfied the Service Commission before they were recruited. When the comments of the Railway Board were invited in the matter, the Railway Board has stated in a note submitted to the Committee that:

“A positive act of selection is inherent in the conduct of selection for making promotions to Class III services on Railways. Elaborate instructions for obtaining qualifying marks and the composition of the Selection Board have been laid down. At the time of selection, all relevant factors like professional ability, record of service, personality, leadership, academic or technical qualifications and seniority are taken into account. Normally, selections are made from the grade next to the grade of selection but Railways can go down right up to the third grade. The Scheduled Caste and Scheduled Tribe candidates are ordinarily not available in the next grade. They have mostly to be drawn from the still lower grades, with the result that they lack adequate experience required for the posts. With the original spread of these candidates in the various grades in the hierarchy of the Railways, better results could be expected. The concession of 10 per cent marks in ‘professional ability’ and the ‘aggregate’ along with personal review at the level of the General Manager which is not available on the civil side, would no doubt add a fillip in this direction.”

3.2. The Committee have been informed during evidence that there is no reservation in promotion in the posts filled on seniority-cum-suitability basis. There is reservation in promotion only in the posts filled on the basis of selection. The Chairman of the Railway Board has stated during evidence that most of the posts are filled on the basis of service records. Asked about his views on providing reservations for Scheduled Castes and Scheduled Tribes in the posts filled on seniority-cum-suitability basis, the Chairman of the Railway Board has stated: "That will be very difficult because you go on upsetting the man's position everytime. Nobody will know where his seniority is."

3.3. The Committee referred to complaints received by them that the Confidential Reports of Scheduled Caste and Scheduled Tribe employees have been deliberately spoiled to deprive them of their due promotions. The Committee asked the representatives of the Railway Board if this was a fact. The Chairman of the Railway Board denied this allegation and state:

".....Merit had to be considered for posts like junior administrative officers and senior administrative officers. There is a Selection Board which selects people. For the Railways, the Selection Board is of the Members of the Railway Board; they consider the man's record and then decide whether a person should be promoted or not. Their confidential reports play a great part. But there have been cases where because a person belonged to Scheduled Castes, we have done some relaxation."

3.4. Asked about the reasons for not providing reservations in promotions for Class III service to Class II service, the Chairman of the Railway Board has state:

"Only in the Secretariat service, I think there is provision for stenographers and others for promotion on the basis of limited competitive examination. In the Zonal Railways, there is no competitive examination for promotion from Class III to Class II posts. That is why the quota does not apply. If there was a competitive examination for promotion from Class III to Class II posts, then the quota will apply. That is why it applies only in the Secretariat Services. It does not apply in the case of the other Railway Services. There is no reservation. It is only selection. There is no competitive examination. We are only following the Home Ministry's orders."

3.5. He has further stated that for promotion from Class III service to Class II service, the only criterion taken into consideration is professional ability. In the case of Scheduled Castes and Scheduled Tribes, if it is 'Good', it is taken as 'Very Good' and if it is 'Very Good', it is taken as 'Outstanding' and the marks are allotted accordingly.

3.6. In reply to a question whether the Railway Board was aware of the orders issued by the Ministry of Home Affairs regarding concessions to Scheduled Castes and Scheduled Tribes in posts filled by promotion in Class I Services|Posts *vide* the Ministry of Home Affairs Office Memorandum No. 1|9|69-Est.(SCT) dated the 26th March, 1970, (Appendix v) the Committee have been informed that these orders have not yet been adopted by the Railway Board. These would be considered at a meeting of the Railway Board and there should be no difficulty in adopting the same. Further, these orders are in relation to posts, the pay of which does not exceed Rs. 2,000/- p.m.

3.7. The Committee desired to know the total number of employees promoted and the number of Scheduled Castes and Scheduled Tribes among them during each of the last three years. The figures received from the Railway Board as well as the other Zonal Railways are tabulated below:

Railway Board/Railways	1967			1968			1969		
	Total No. pro- moted	SC pro- moted	ST pro- moted	Total No. pro- moted	SC pro- moted	ST pro- moted	Total No. pro- moted	SC pro- moted	ST pro- moted
1	2	3	4	5	6	7	8	9	10
Railway Board	23	*10	..	72	*16	..	115	21*	..
Central Railway	178	21	3	86	10	5	245	35	3
Western Railway	1467	150	21	2140	228	93	1657	148	47
Northern Railway	219	39	..	379	89	..	124	13	1
South-Central Rly.	169	24	3	137	21	..	**	12	3
Southern Railway	221	19	1	322	38	8	371	54	5
North-Eastern Rly.	122	14	1	96	6	..	178	11	..
N.F. Railway	96	7	2	98	14	1	163	22	2
Chittaranjan Loco-motive Works	114	7	..	112	7	1	91	7	1

* Combine figures for Scheduled Castes & Scheduled Tribes.

** Figures not available.

	1	2	3	4	5	6	7	8	9	10
Diesel Locomotive Works .	4	..	..	48	7	..	10	2	..	
Integral Coach Factory .	52	4	..	21	2	..	64	6	..	
R.D.S.O.	226	13	1	227	20	1	216	28	2	
South Eastern Railway .	215	15	7	209	26	8	816	84	21	
*Eastern Railway										

3.8. The Committee note the procedure being followed in the Railways for filling the posts in promotion quota. They agree with the views of the Chairman, Railway Service Commission, Bombay, that "there should be no difficulty in getting suitable Scheduled Caste and Scheduled Tribe candidates for promotional quota as at the time of initial recruitment the candidates had satisfied the Service Commission before they were recruited". The Committee, therefore, are unable to find any justification for the meagre number of Scheduled Castes and Scheduled Tribes promoted in the various Zonal Railways during each of the last three years. They urge that the Railway Board should devise specific steps to improve the position.

3.9. In view of the numerous complaints that the Confidential Reports of the Scheduled Caste and Scheduled Tribe employees are being deliberately spoiled to deprive them of their due promotions, the Committee would like the Railway Board to examine whether the procedure that is being now followed in this regard could not be further improved to avoid any harassment to or apprehension in the minds of the Scheduled Caste and Scheduled Tribe employees.

3.10. The Committee hope that the orders issued by the Ministry of Home Affairs vide their office Memorandum No. 1/9/69—Est (SCT) dated the 26th March, 1970, regarding concessions to Scheduled Castes and Scheduled Tribes in posts filled by Promotions in Class I Services/Posts, the pay of which does not exceed Rs. 2,000/- p.m., will be adopted by the Railway Board without any further delay.

B. Supersessions

3.11. It has been stated that under the extant orders, supersessions in the matter of selection posts in Class III service are reported to the General Manager for a personal review at his own level. This concession has been extended on the Railways only and it is not available in the Ministries and Departments other than the Railways, because in the case of selection, if a junior person is selected, it is not considered to be a case of supersession.

*Figures not available.

3.12. In cases where promotion is made on the basis of seniority subject to fitness, the Ministry of Home Affairs, while issuing the instructions in 1955, suggested that prior orders of the Minister or Deputy Minister should be taken in such cases if the supersession is in respect of appointments to Class I and Class II posts and that a report should be sent to the Minister or Deputy Minister concerned within a month from the decision, if the supersession relates to Class III or Class IV posts. It was, however, stated in these instructions that the Ministries might modify this procedure to suit their requirements. Since these instructions were permissive in nature, the Railway Board issued instructions to the Railways that in cases of supersession in Class III or Class IV services, a review should be made at the level of the appointing authority. These instructions are observed by all the Railways. It has been further stated that annual returns of supersessions are received by the Railway Board but such supersessions are not reported to the Minister for his information.

3.13. The number of Scheduled Castes and Scheduled Tribes superseded during each of the last three years in the various Zonal Railways has been stated to be as follows:

Railways	1967		1968		1969	
	SC	ST	SC	ST	SC	ST
1	2	3	4	5	6	7
Central Railway	..	..	1	..	6	1
Western Railway	3	..	1	..	3	..
South-Central Rly.	*31	2	*35	1	*26	1
Southern Railway	*65	1	*13		*26	..
South-Eastern Rly.	Information not available					
N.F. Railway	..	..	1			
Chittaranjan Loco- motive Works	Records are not being maintained					
Diesel Locomotive Works			12		3	..
Integral Coach Fac- tory	20		11	..	38	..
R.D.S.O.	..	..	2	..	1	..

*Including Class III & Class IV Posts.

3.14. The Committee are unhappy to find that there have been a large number of cases of supersession of Scheduled Caste and Scheduled Tribe employees in most of the Zonal Railways during each of the last three years. The Committee also regret to note that statistics of supersessions of Scheduled Caste and Scheduled Tribe employees are not being maintained by the South-Eastern Railway and the Chittaranjan Locomotive Works. The Committee need hardly stress that supersessions of Scheduled Caste and Scheduled Tribe employees should, as far as possible, be avoided. In any case, full details about the supersessions should be reported to the concerned Minister/Deputy Minister in accordance with the orders of the Ministry of Home Affairs on the subject. They would also like that all such cases are simultaneously reported to the Commissioner for Scheduled Castes and Scheduled Tribes for his information and record.

C. Fixation of Seniority in the South-Central Railway

3.15. It has been represented to the Study Group of the Committee which visited the various Zonal Railways in June, 1970 that the seniority lists, consequent on the bifurcation of the old Central Railway have not been prepared so far and, as a result, promotions of suitable Scheduled Caste and Scheduled Tribe employees have been held up. When this question was taken up with the South-Central Railway, it has stated in a note furnished to the Committee that:

"After the various Headquarters Offices were set up, action had to be taken to prepare unified channels of promotion. The avenues of promotion on the Secunderabad and Sholapur Divisions which conform to the pattern in vogue on the Central Railway were different from those on Vijayawada and Hubli Divisions which are following the pattern existing on the Southern Railway. The work involved was of a considerable magnitude entailing detailed scrutiny of as many as 71 avenues of promotions for various categories in all the Departments. The recognised Unions had to be consulted and their views obtained and examined before unified channels of promotion were drawn up, in addition to consideration of numerous representations received from the staff. After the completion of this process, combined seniority lists had to be drawn up according to unified channels of promotion of all the staff concerned in the various categories. After drawing up these seniority lists they had to be published provisionally and time allowed for representations from staff, if any, in regard to the places assigned to them in the seniority lists. The seniority lists

then had to be finalised after disposal of all the representations. This was also a time-consuming process. In spite of the magnitude of the task, no efforts have been spared in completing the work as quickly as possible. Out of 268 seniority lists covering all the posts controlled by the Headquarters Office, 252 seniority lists have been published in a final form. Even the remaining 16 have been published as provisional and are under process of finalisation after disposal of representations from staff."

3.16. Asked whether it was a fact that in the absence of seniority lists, *ad hoc* promotions were being made in Selection Grades and ex-cadre posts, overlooking the reservation quotas of the Scheduled Caste/Tribe employees for such posts, the South-Central Railway has informed the Committee that Scheduled Caste/Tribe employees are considered for *ad hoc* promotions in selection posts and ex-cadre posts in the same manner as other staff i.e. on the basis of seniority-cum-suitability. As an instance, the Committee have been informed that a Scheduled Caste employee has been promoted on 16. 2. 1970 as an Assistant Personnel Inspector on *ad hoc* basis.

3.17. In reply to a further question, it has been stated that:

"The process of holding selections was one which could only be undertaken after the requisite formalities were complied with viz., preparation of unified channels of promotion and all combined seniority lists in the final form. Concurrently with the finalisation of seniority lists totalling 268, action was taken to hold selections. At present 54 selections have already been held covering various categories of posts controlled by Headquarters. While 22 selections have been partly held which will be finalised as early as possible, a right month by month programme has been drawn up for finalisation of the remaining 46. It may, however, be mentioned that in some of these selections staff have gone to the Court and obtained stay orders. Further progress will depend on the disposal of the writ petitions pending in the High Court."

3.18. When the question of fixation of seniority in the South-Central Railway was taken up with Railway Board, the Railway Board has stated in a note furnished to the Committee that:

"The South Central Railway was formed by taking two Divisions each from the Southern and the Central Railways and the various cadres of staff have been built up by trans-

fer of staff mainly from these two Railways; optees from other Railways were also accommodated, as far as possible. Under the relevant rules, the seniority of the staff on the South-Central Railway is to be assigned broadly on the basis of length of service in each grade, without disturbing the inter-seniority of the staff coming from various units. As far as the Board are aware, there have been some difficulties in operation of seniority lists in regard to such categories of staff as Commercial Clerks, Cast and Pay Clerks, Catering Department staff etc., because, in some cases, of disputes assigned in the previous units. Necessary orders have already been issued by the Board in the two of the aforesaid cases and the third one is under active correspondence."

3.19. The Committee would urge that the seniority lists in the South-Central Railway should be finalised as early as possible. They trust that all cases of ad hoc promotions made pending the finalisation of seniority lists would be reviewed and fresh selections made, wherever necessary, after the seniority lists have been finalised. The Committee expect that the Railway Board/South Central Railway will ensure that the due claims of the Scheduled Caste/Tribe employees are not ignored while making promotions either on ad hoc basis or on regular basis.

D. Fixation of Seniority in Diesel Locomotive Works

3.20. The Study Group of the Committee which visited the various Zonal Railways in June, 1970 has been informed by the Diesel Locomotive Works that:

"With regard to the filling up of quota in promotional categories, the seniority lists prepared by Diesel Locomotive Works have been quashed by the Allahabad High Court and Railway Board are now framing rules of seniority for the non-gazetted staff of Diesel Locomotive Works. Reservation in promotional categories will be reviewed when the selections are held after the seniority lists are finalised. So far, such posts have been filled purely on *ad hoc* basis and in doing so reservation rules are not attracted."

3.21. Clarifying the position during evidence, the Chairman of the Railway Board has stated:

"There were certain promotion rules framed by DLW forming Heads of Departments Committee on the lines of the Integral Coach Factory. Naturally, certain people were

affected by this and they went to the Allahabad High Court. The Court quashed the order on the technical flaw that DLW was not an open should be framed by the Railway Board. So, we took up the matter of framing the rules. We also consulted the Attorney-General. A draft has been prepared. We have sent it to the DLW for further comments of the Staff Council. In the DLW, no union is recognised. There is a Staff Council. After their comments are received, we will finalise it. It should not take more than a month or two."

3.22. Asked whether any attempt was made to go in appeal against the order of the Allahabad High Court, the Chairman of the Railway Board has stated:

"On that technical flaw, the Attorney-General said that our appeal would not stand. He said that we better frame the rules ourselves. There was a little anomaly here and there which we have corrected. We have sent the draft to the Staff Council for their comments. We should be able to finalise it in a month or two."

2.23. Asked how many employees have been promoted so far on an *ad hoc* basis and what is the number of the Scheduled Castes and Scheduled Tribes among them, it has been stated by the Railway Board that 132 employees have been promoted on an *ad hoc* basis against selection posts where the reservation rules are applicable. Out of these, four are Scheduled Caste employees. Categorywise are as follows:

Department/Category	Total <i>ad hoc</i> promotions	Scheduled Castes promoted
<i>Technical Supervisors</i>		
Mechanical Deptt. . .	91	4
Electrical Department . .	17	..
Civil Engineering . .	3	..
Tele-communication Insp. .	1	..
<i>Drawing Office Staff</i>		
Mechanical Department . .	8	
Electrical Department . .	2	
<i>Ministerial Staff</i>		
Isolated & Ex-cadre posts .	8	
	132	4

3.24. In reply to a question, the Committee have been informed that the *ad hoc* promotions have not been regularised. A selection would be made again to regularise them. Asked whether any complaints have been received from the Scheduled Caste/Tribe employees in this regard, the Railway Board have stated that four representations were received from the Scheduled Caste employees, of which one was for promotion against non-selection posts. Reservations not being admissible in non-selection posts, no action was taken on this representation and the employee was informed accordingly. The remaining three were for promotion in selection posts. Of those, two were filled on an *ad hoc* basis in which no reservation was permissible. The concerned employees were informed accordingly. The third representation pertains to the category where direct recruitment is permissible to the extent of over 50 per cent and as such no reservation was permissible in this case as well.

3.25. The Committee hope that the work regarding the finalisation of rules for the fixation of seniority in the Diesel Locomotive Works will be completed within two months, as stated by the Chairman, Railway Board, during evidence. They expect that while regularising the *ad hoc* promotions already made, the due claims of the Scheduled Caste/Tribe employees will be borne in mind.

E. Confirmation

3.26. It has been stated that confirmation of the temporary staff in the Railways, including those belonging to Scheduled Caste and Scheduled Tribe communities, depends upon the availability of permanent vacancies and fulfilment of certain prescribed criteria by the staff. Instructions have been issued to the Railways, time and again, to review the position of the existing temporary posts with a view to convert them into permanent ones and to confirm the eligible staff against these posts. The progress with regard to conversion of temporary posts into permanent ones has been kept under constant watch by the Railway Board from time to time. In the past, special reviews have been conducted by the Railways for conversion of temporary posts into permanent ones and substantial results have been achieved.

3.27. It has been stated further that last year, a directive was issued to the Railways to institute a special drive to ensure that employees with more than seven years' service are confirmed immediately. For the purpose of conversion of temporary posts into permanent ones, a guiding principle was laid down that 80 per cent of the posts created for long term purposes and in existence for more than three years should be converted into permanent ones without any further justification, except where they were created for a specific period or purpose. The results of this special drive have been

quite encouraging and a large number of temporary staff have been confirmed (11,500) against available permanent posts. However, still a number of temporary staff (14, 500) are left to be confirmed and further efforts are being made to ensure that they are confirmed as early as possible.

3.28. A more recent survey conducted by six out of the nine Zonal Railways has revealed that there were about 72,000 temporary posts on 1. 10. 1969 in Class III and Class IV categories on these Railways. Between 1. 10. 1969 and 31. 3. 1970 about 15,000 posts were converted into permanent ones. Similarly, there was 90,500 temporary staff on 1. 10. 1969 and about 20,800 persons had been confirmed during the relevant period. About 18,500 temporary staff are working against permanent posts. They could not be confirmed as they did not fulfil the prescribed conditions. The result of a similar survey conducted on the other three Railways is still awaited.

3.29. The Railway Board has stated that in the Railways, the Roster is considered to be a machinery to watch adequate recruitment of the Scheduled Castes/Scheduled Tribes. Once the recruitment is made, the Roster has no place in the matter of seniority or confirmation. Confirmation is made strictly in order of seniority and the seniority is determined in order of position occupied by a candidate in the recruitment panel. Elucidating it further, it has been stated that in the year 1968, the Ministry of Home Affairs reiterated their instructions that where preference is given to the Scheduled Castes and Scheduled Tribes in the matter of confirmation, such preferential treatment should also be given in the matter of seniority. Since in the Railways no such preferential treatment is being given to the Scheduled Castes and Scheduled Tribes in the matter of confirmation, these orders have, therefore, not been made applicable in the Railways.

3.30. The Committee have also been informed during evidence by the Chairman, Railway Board, that recruitment and appointment have to follow the Roster. The only variation is that the Scheduled Castes and Scheduled Tribes are not confirmed according to the Rosters. They are confirmed in the order of seniority. Asked whether the orders issued by the Ministry of Home Affairs should not be followed by the Railway Board also, the Chairman, Railway Board, has stated:

"It is a policy matter. My personal view is that it would not be very correct to confirm according to the Roster. The employees themselves will start feeling aggrieved if the

man who has stood first is not confirmed and somebody who is the ninth is confirmed."

3.31. The Committee would like the Railway Board and the Ministry of Home Affairs to re-examine the question of the applicability of the relevant orders of the Ministry of Home Affairs regarding confirmation in the Railways in entirety in all its ramifications to find out whether the same could not be adopted by the Railways for the benefit of Scheduled Caste and Scheduled Tribe employees.

CHAPTER IV MISCELLANEOUS

A. Recruitment for the Railway Protection Force

4.1. It has been stated that Rule 27 of the Railway Protection Force Rules 1959 enjoins that members of the Scheduled Caste and Scheduled Tribe communities shall have the same concessions and privileges in appointments, promotions, etc, as are available to them for the time being under the relevant orders of the Government. This rule is as follows:

“27. Special provisions and relaxations in respect of persons belonging to Scheduled Castes and Scheduled Tribes for appointments and promotions in railway services as current from time to time shall apply with necessary modifications to appointments and promotions in the Force in respect of persons belonging to such castes or tribes.”

The same procedure for recruitment and the same percentages of reservations are, therefore, applicable for Scheduled Castes and Scheduled Tribes in the Railway Protection Force.

4.2. In addition to the concessions permissible to them under the general orders, certain further relaxations in physical standards have been allowed till last year in the case of Scheduled Castes and Scheduled Tribes in the categories of Sub-Inspectors and *Rakshaks* but now these relaxations are extended from year to year in the case of Scheduled Tribe candidates only as the shortfall in the recruitment of Scheduled Caste personnel in this Force has almost been made good.

4.3. The relaxations allowed from time to time are indicated in the table below:

Physical standard for appointment as Sub-Inspectors|Rakshaks on Railways

	Height	Chest (un-expanded)
Other than Scheduled Castes/Scheduled Tribes	5'-6"	32
Scheduled Castes	5'-5"	30
Scheduled Tribes	5'-3"	30

4.4. The Committee desired to know the number of employees working in the Railway Protection Force and the number of Scheduled Castes and Scheduled Tribes among them, in the various Zonal Railways. The information as received from some of them is tabulated below:

Employees in the Railway Protection Force

Name of the Railway	Class of Service	Total No. of employees	No. of SCs	No. of STs.	Percentage	
					SC	ST
1	2	3	4	5	6	7
Central Railway	III	415	42	9	10.12	2.17
	IV	6116	744	101	12.16	1.65
South Central Railway	III	287	23	4	8.36	1.39
	IV	2743	305	44	11.11	1.64
Eastern Railway	III	774	59	10	7.75	1.28
	IV	8406	664	195	7.89	2.19
South-Eastern Railway	III	394	65	12	16.49	3.04
	IV	7038	608	415	8.62	5.89
North-Eastern Railway (including Diesel Loco-motive Works)	III	303	27	4	8.91	1.32
	IV	3690	183	35	4.95	0.9
Southern Railway	III	487	26	..	5.33	..
	IV	4615	620	27	13.43	0.58
Chittaranjan Loco-motive Works	III	19	2	..	10.5	..
	IV	374	12	2	3.2	0.5

4.5. Considering the inadequate representation of the Scheduled Castes and Scheduled Tribes in the Railway Protection Force of the various Zonal Railways, as revealed in the Statement given in Para 4.4 above, the Committee would like the Railway Board to examine whether physical standards required for Scheduled Castes and Scheduled Tribes for recruitment in the Railway Protection Force could

be further relaxed. They would also like the Railway Board to examine what further steps should be taken to augment the intake of Scheduled Castes and Scheduled Tribes in the Railway Protection Force.

B. Recruitment of Casual Labour

4.6. In a written note furnished to the Committee, it has been stated that the employment of casual labour is seasonal, intermittent, sporadic or extends over short periods. Labour of this kind is normally recruited from the nearest available source. Such labourers are not liable to transfer and the conditions applicable to permanent and temporary staff do not apply to such labour. Labour of this type is recruited against works of casual nature and are discharged as soon as these works are completed. Again with the sanction of new works, the same labour or new hands, if necessary, are appointed for such works. In these circumstances, it is not feasible to apply the reservation roster in regard to appointment of such labour. The instructions issued by the Ministry of Home Affairs also do not provide reservation in such cases.

4.7. It has further been stated that casual labourers who acquire temporary status as a result of having worked on works other than Projects for more than six months or other casual labour with more than six months' service are considered for regular employment without having to go through Employment Exchanges. Such labour is allowed relaxation in age to the extent of their total service for appointment against regular Class IV posts. If selected, they are placed on the top of the panel. At the time of this regular recruitment, the roster becomes automatically applicable under the extant instructions. The interest of Scheduled Caste/Tribe candidates is thus safeguarded for appointment against regular cadre. However, instructions are being issued to the Railways that although there is no reservation at the time of recruitment of casual labour, it should be ensured that adequate number of Scheduled Caste/Tribe candidates are taken as casual labourers.

4.8. The Committee appreciate that instructions are being issued by the Railway Board to the Railways to the effect that although there is no reservation in recruitment of casual labour, it should be ensured that adequate number of Scheduled Caste/Tribe candidates are taken as casual labourers. The Committee would like to be furnished with a copy of these instructions when issued. The Railway Board should also make in due course an assessment of the working of these instructions.

C. Awarding of Contracts

4.9. It has been stated that the procedure followed so far regarding allotment of catering/vending contracts has been that as and when catering/vending contracts fall vacant, applications from intending contractors are invited through the Press or through notices displayed at Railway stations, depending upon the importance of the contracts. The applications are screened by a Committee of Officers, who examine their financial status and experience in the trade and submit recommendations to the competent authority who finally selects the contractor.

4.10. The Railways have recently been advised that at stations where departmental catering is not feasible and catering has to be done through contractors, as vacancies of catering/vending contracts occur in future, the question of allotting the contracts to (i) Co-operatives run by the Railway staff; (ii) Co-operative of vendors; and (iii) voluntary organisations of Mahila Samities should be considered preferably before the vacancies are advertised and applications are invited for appointment of new contractors.

4.11. The Committee have been informed that the following concessions are given to the members of Scheduled Castes and Scheduled Tribes in the matter of awarding catering/vending contracts on the Railways:

- (i) For vacancies of individual train-side vendors and contracts for small stalls equated to not more than $\frac{1}{2}$ unit*, persons belonging to Scheduled Castes/Tribes are given preference, provided they are suitable in every respect for the job, capable of personal supervision and able to discharge the work to the satisfaction of the travelling public; and
- (ii) For vacancies of contracts for the larger stalls equated to more than $\frac{1}{2}$ unit and for Refreshment Rooms, which involve large scale management, preference should be given to persons belonging to Scheduled Castes/Tribes only when they are found equal to other applicants in competence to satisfactorily manage such establishments.

4.12. In reply to a question during evidence, the Committee have been informed that the Railways are trying to build up experience among the Scheduled Castes and Scheduled Tribes by awarding them small units by preference in the first instance. In a few years they

*A contractor is said to hold $\frac{1}{2}$ unit when he employs five vendors or less.

would be able to take up bigger units without any complaints coming. In reply to a further question, the Committee have been informed that the contracts are normally settled at the Divisional level. A sort of watching brief is kept by the headquarters and the Chief Commercial Superintendent is kept in touch. The Railways have been asked to show special preference in regard to the provision of such contracts to the Scheduled Castes and Scheduled Tribes.

4.13. Asked whether reservation could be provided for the Scheduled Castes and Scheduled Tribes in the staff employed by the private contractors, the representative of the Railway Board has stated:

"This is an issue which concerns all the Ministries and if the Committee desire they can make a recommendation to that effect. Then we will definitely try to implement it. But there will be certain difficulties in implementation because we have no methods of checking up the percentage..... When we employ Scheduled Caste candidates, we have all means of checking up whether he comes within the Scheduled Castes list and whether he comes with a certificate from a gazetted officer or M. P. or M.L.A. In the case of these persons, over whom we do not have direct control, it will be very difficult. But we will be able to, by and large, see if these conditions, we put in, are fulfilled. But this is an issue which will apply to all types of contracts. We have got contracts with the engineering contractors in addition to this. We have generally got a standard agreement."

4.14. The Committee note the claim of the Railway Board that preference is being given to Scheduled Castes and Scheduled Tribes in the award of contracts for the small units in the Railways. The Committee recommend that such of the Scheduled Caste and Scheduled Tribe contractors as have done well in smaller units should be encouraged by giving them preference in the award of contracts for the bigger units.

4.15. The Committee also suggest that while entering into agreements with the contractors, it should be made obligatory for them to employ a certain minimum number of Scheduled Castes and Scheduled Tribes in the execution of contracts awarded to them.

D. Allotment of Quarters

4.16. Asked about the composition of the Housing Committees in the various Railways, it has been stated in a note furnished to the

Committee that the individual Railways have framed their own rules according to local varying conditions obtaining on each Railway system. No general rules for uniform application in all the Railway Administrations have been formulated. It is not feasible to do so as local conditions vary from Railway to Railway. However, the composition of the Delhi Area Allotment Committee on the Northern Railway is given below:

Chairman

Divisional Engineer (1) Delhi Division (Ex-Officio)

Members

- (i) Divisional Personnel Officer (Ex-Officio)
- (ii) Welfare officer (Ex-officio)
- (iii) District Controller of Stores, Shakurbasti (Ex-Officio).
- (iv) One member of each of the recognised unions.
- (v) One members of the Area Staff Councils.

Secretary

Inspector of Works Estate (Ex-officio).

4.17. This committee is an executive body. The functions of the committee are recommendatory and the recommendations of the committee require the approval of the Deputy General Manager (G) before implementation.

4.18. In reply to a question, it has been stated that there is no representative of the Scheduled Castes and Scheduled Tribes in these Housing Committees.

4.19. Asked about the criteria for the allotment of Government accommodation to the employees, it has been stated that the staff in the Railways are classified into essential and non-essential categories for the purpose of allotment of quarters and essential staff get preference over non-essential staff. The essential staff are those who are likely to be called to duty at any odd hour of the day or night and are required to live near their place of duty. Both the categories of staff are allotted quarters on 'first come first served' basis. There is no reservation in the matter of allotment of quarters.

4.20. Clarifying the position, the Chairman of the Railway Board has stated during evidence:

"....In the Railways, a quarter is allotted on the basis of what is known as essential and non-essential categories. Essential categories are those who are liable to be called to duty any time viz., primarily the operating categories and some other categories. There is a percentage, which

I think, is about 75 per cent, which must go to the essential categories. There is another directive we have issued In respect of the essential categories also, we have issued a recent order that any quarter vacated by a running staff will be allotted to a running staff. They are staff like guard, breaksman, fireman, second fireman, etc. That will be allotted only to such persons, although he may not be next in order which we have issued which says that in respect of whatever quarters we are building, 50 per cent of them will be for the running staff. Now, there is no reservation for Scheduled Caste and Scheduled Tribe staff in the matter of staff quarters."

In reply to a question, he has stated:

"38 per cent of the Railway employees are housed—this is the highest percentage for any Government Department. We will not be able in any foreseeable future to house all the railway employees. We have made this provision for the running staff now as I have told you. The Accident Enquiry Committee has also recommended that they may be housed to the maximum extent possible."

4.21. The Committee understand that the Government have decided to reserve 5 per cent of the Government Quarters (Types I & II) for allotment to Scheduled Caste/Tribe employees in the Ministries/Departments other than the Railways. They suggest that the Railway Board may also consider the feasibility of reserving 5 per cent of the Railway Quarters for allotment to the Scheduled Caste/Tribe employees in the Railways.

4.22. The Committee would also like the Railway Board to consider the desirability of associating a representative of the Scheduled Castes/Tribes with the Housing Committees set up by the various Railways.

E. Schools run by the Railways

4.23. Asked about the concessions given to the Scheduled Castes and Scheduled Tribes in the Schools being run by the various Zonal Railways, it has been stated in a note furnished to the Committee that the following concessions are admissible to the Scheduled Caste/Tribe students in the matter of admission to the Railway Schools:

- (1) Fee concessions as prescribed by the State Governments for Scheduled Caste and Scheduled Tribe students study-

ing in their schools have been extended to students belonging to these communities studying in Railway Schools except English Medium Schools situated within the territories of these States;

- (2) 15 per cent seats are reserved for Scheduled Castes and 5 per cent seats are reserved for Scheduled Tribes.
- (3) Where admissions are restricted to candidates who obtain certain minimum percentage of marks and not merely the passing of a certain examination, there may be 5 per cent reduction for them provided that the lower percentage prescribed does not fall below the minimum required to pass the qualifying examinations.
- (4) The Maximum age limit for admission of students of these communities may be raised by three years.

4.24. It has been further stated that the normal reservation orders are also applicable to recruitment of teachers in the Railway Schools.

4.25. The Committee desired to be furnished with figures of total numbers of students and teachers in the Schools run by the various Zonal Railways and the number of Scheduled Castes and Scheduled Tribes among them. The information received from some of the Zonal Railways is tabulated below:

Name of the Railway;	Number of Schools	Number of students			Number of teachers		
		Total	No. of SCs	No. of STs	Total No.	No. of SCs	No. of STs
1	2	3	4	5	6	7	8
Central Railway	48	7071	1077	99	147	8	3
South-Central Railway	50	14139	3568	52	382	14	1
Southern Railway		12973	2554*		340	28*	
Eastern Railway	132	16980	1026	47	483	21	..
South-Eastern Railway	135	38146	3089	1145	1198	136	36
North-Eastern Railway	4	3914	96	2	96	3	...

*including scheduled castes.

1	2	3	4	5	6	7	8
Chittaranjan Locomotive Works	18	5395	362	43	203	11	2
Diesel Locomotive Works	5	1863	121	2	63	8	2
Integral Coach Factory .	3**	4054	328	63	95	9	..

4.26. The Committee understand that no special stipend or scholarships are being given to the Scheduled Caste and Scheduled Tribe students by the zonal Railways.

4.27. The Committee note the concessions available to the Scheduled Caste/Tribe students for admission in the schools run by the Railways. They would like the Railway Board to adopt suitable measures to further augment the intake of Scheduled Caste/Tribe students and teachers in these schools. They would also like the Railway Board to consider the feasibility of giving special stipends or scholarships to the Scheduled Caste/Tribe students.

NEW DELHI;

December 10, 1970

Agrahayana 19, 1892 (Saka)

D. BASUMATARI,

Chairman.

Committee on the Welfare of
Scheduled Castes and Scheduled Tribes.

**Run by the Committee of Management nominated by the General Manager.

APPENDIX I

(Vide para 2.15 of the Report)

Extract of Paras 109 to 112 of Chapter I, Section B, Sub-section II of Indian Railway Establishment Manual (Second Edition)

109. Method of Making Appointments:

- (a) Direct recruitment to fill Class III posts on the Indian Railways will be made through Railway Service Commissions set up at Allahabad, Bombay, Calcutta and Madras or by Railway Administrations where specially authorised by the Railway Board. The railways or the areas for which Commissions make recruitment are as under:

Railway Service Commission, Allahabad:

- (1) Northern Railway
- (2) North-Eastern Railway
- (3) Diesel Locomotive Works, Varanasi.

Railway Service Commission, Bombay:

- (1) Western Railway
- (2) Central Railway

Railway Service Commission, Calcutta:

- (1) Eastern Railway
- (2) South-Eastern Railway
- (3) Chittaranjan Locomotive Works

Railway Service Commission, Madras:

- (1) Southern Railway
- (2) South-Central Railway
- (3) Integral Coach Factory, Perambur

- (b) Recruitment of Class III staff for the N.F. Railway will be made by the Railway Administration themselves through the specially established Recruitment Committee.

110. Advertisements:

- (a) All vacancies in posts and services whose authorised scale of pay rises above Rs. 375 per month, recruitment for which is made through the Railway Service Commissions or by the Railway Administration and are treated as "by open competition and on all-India basis" will be advertised in the list of newspapers approved by the Ministry of Home Affairs for advertisement issued by the Union Public Service Commission. All the other posts at the discretion of the Railway Service Commission or Railway Administrations in the English, Hindi and regional language newspapers, commonly read in the area where such vacancies exist. The employment notices will also be supplied to the nearby employment exchanges for exhibition. Such advertisements will indicate the category of the posts and the division|district|region of railway where vacancies exist and also other general conditions for appointments to the posts. It should also be clearly indicated in the advertisements for categories like Stenographers, typists, draftsman, tracers, etc. which do not involve outdoor work or work at inconvenient hours in the night that women are equally eligible and are invited to apply. With a view to give wider publicity to the recruitment of nurses and midwives, copies of the employment notices should also be sent to the relevant nursing and mid-wifery training schools in the areas concerned.
- (b) With regard to the recruitment in the artisan categories, a copy of the Employment Notice will be supplied to the Resettlement Directorate of the Ministry of Defence for the purpose of employment of ex-servicemen. The ex-servicemen nominated by the Resettlement Directorate will be considered for employment on Railways along with other candidates.

111. Applications for Employment:

Candidates will be required to apply with reference to the specific employment notice of the Commissions or the Railways on printed application forms obtainable on all important Railway Stations or from the Office of the Commission's on payment of Rs. 2 per form (or 0.50 P in the case of Scheduled Caste|Tribe candidates).

112. The names of successful candidates who are recommended by the Railway Service Commissions or selected by the Railway administrations themselves for appointment on Indian Railways will be exhibited on notice boards in the Commission's office, Employment Exchange concerned and published as "news item" in the newspapers free of cost as also by the Railway administrations in their Divisional|District and Headquarters offices. Selection of candidates by a Commission or a Railway Administration however, is no guarantee of employment on the Railway, which is subject to his qualifying in the prescribed medical examination and to his being otherwise suitable for service under Government.

APPENDIX II

(Vide para 2.60 of the Report)

Copy of Railway Board's letter No. E(SCT) 57/CMI/16, dated 7-1-1958 addressed to the General Managers, All Indian Railways, etc. etc., with a copy forwarded to the Ministry of Home Affairs, New Delhi.

SUB: Representation of Scheduled Castes and Scheduled Tribes in the Railway Services.

Reference is invited to Board's letter No. E(NG)57/CMI/425 dated 20-8-57 wherein it was emphasised that the communal reservation orders designed to implement the provisions of the Constitution in the matter of recruitment should be strictly followed and that necessary measures be taken to ensure recruitment to the full extent of quota reserved for them. They are, however, not satisfied with the progress and consider that further measures be taken in this direction.

2. The Board have now decided that the General Manager of each Zonal Railway should be entrusted with the personal responsibility of exercising a special watch on the recruitment of Scheduled Tribes candidates to the Class III and Class IV Railway Services.

To enable you to take positive action in the exercise of this special responsibility, they authorise you to select Scheduled Castes| Tribes candidates for appointment to the Class III Railway Services on your own responsibility, without reference to the Railway Service Commission, wherever you consider that such action is necessary to ensure conservation of the communal reservation quota in favour of the candidates belonging to the Scheduled Castes and Scheduled Tribes. Such selection should be deliberate and open and is not to be authenticated by the Railway Service Commission. This authority should be exercised by you personally and is not to be delegated to any other officer as far as recruitment to Class III Services is concerned.

As regards recruitment to Class IV Railway Services, the General Managers are to exercise similar responsibility and authority as in the case of Class III staff. You may further more delegate the

authority in respect of Class IV staff to the Divisional Superintendents. Here again, the selection of the candidates for appointment will be the personal responsibility of the General Manager or the Divisional Superintendent and is not to be fettered by the existence of Selection Boards.

4. The Board, however, desire to make it clear that the exercise of the personal authority by a General Manager or Divisional Superintendent is intended solely for the purpose of making up deficiencies in the recruitment of candidates belonging to the Scheduled Castes and Scheduled Tribes.

5. Please acknowledge.

APPENDIX III

(Vide Para 2.87 of the Report)

Copy of Railway Board's letter Nos. E(STC) 60CM1|100, dated 8th December, 1960 addressed to the General Managers, All Indian Railways.

Hardship caused to Scheduled Castes who are transferred to places far away from their home town.

It has been represented that persons belonging to the Scheduled Castes who are posted at places far off from their home town, experience considerable difficulties especially in hiring residential accommodation. It has been suggested that the transfer of such employees should be confined to their native districts or adjoining districts or places where the Administration can provide quarters.

The Board desire that the above suggestion should be followed as far as practicable subject to exigencies of service.

Sd/- K. N. R. PILLAY,
Assistant Director, Establishment Railway Board.

APPENDIX IV

(Vide Para 3.1 of the Report)

Copy of Railway Board's letter No. E(SCT)68CM15|10, dated 27th August, 1968 addressed to the General Managers, All Indian Railways etc. etc.

SUB: Reservation for members of Scheduled Castes and Scheduled Tribes in posts filled by promotion on Railways

Reference Railway Board's letter No. E(SCT)62CM15|10 dated 24-12-1963 providing reservation quota for Scheduled Castes and Scheduled Tribes in all promotions by selection from Class IV to Class III and from Grade to Grade in Class III or Class IV, if any, provided there was no direct recruitment to the particular grade. Reservation quota is also admissible in the categories of posts filled by promotion on the results of competitive examinations limited to departmental candidates.

The Railway Board have now reviewed their policy in regard to reservation and other concessions to Scheduled Castes and Scheduled Tribes in posts filled by promotion and have, in supersession of their letter of 24-12-63, decided as under:—

A. PROMOTION THROUGH LIMITED DEPARTMENTAL COMPETITIVE EXAMINATIONS

There will be reservations at 12½ per cent and 5 per cent of vacancies for Scheduled Castes and Scheduled Tribes respectively in promotions made on the basis of competitive examination limited to departmental candidates, within or to Class II, III and IV posts, in grades or services in which the element of direct recruitment, if any, does not exceed 50 per cent.

B. PROMOTION BY SELECTION METHOD

(i) *Class II appointments:* In promotion by selection from Class III to Class II, as a measure of improving representation of Scheduled Castes/Scheduled Tribes, it has now been decided that, if they are within the zone of eligibility, the Scheduled Castes and Scheduled Tribes employees will be given, by the Selection/Departmental Promotion Committee, one grading higher than the grading otherwise assignable to them on the basis of their record of service

i.e. if any Scheduled Caste or Scheduled Tribe employee has been categorised by the Committee, on the basis of his record of service, as 'Good' he should be recategorised by the Committee as 'Very Good.' Likewise, if any Scheduled Caste or Scheduled Tribe employee is graded as 'Very Good' on the basis of his record of service, he will be recategorised by the Committee as 'Outstanding' Of course, if any Scheduled Caste or Scheduled Tribe employee has already been categorised by the Committee as 'Outstanding' on the basis of his record of service, no recategorisation will be needed in his case. This recategorisation will then form the basis of allotment of marks in respect of 'Record of Service'.

The above concession would be confined to only 25 per cent of the total number of vacancies in a particular grade or post filled in a year. While making promotions the appointing authority should, therefore, check up that the Scheduled Castes/Scheduled Tribes employees promoted in a year by virtue of this concession are limited to 25 per cent of the posts filled in that year.

(ii) *Class III and IV appointments*: There will be reservation of 12½ per cent and 5 per cent of the vacancies for Scheduled Castes and Scheduled Tribes respectively in promotions made by selection in or to class III and IV posts, in grades or services in which the element of direct recruitment, if any, does not exceed 50 per cent. Promotions against reserved vacancies will continue to be subject to the candidates satisfying the prescribed minimum qualifications and standards of fitness.

II. It has also been decided that in respect of promotions to selection posts in Class III where safety aspect is *not* involved, the qualifying marks under 'Professional ability' in respect of Scheduled Caste and Scheduled Tribes candidates should be 25 out of 50 instead of 30 out of 50 as applicable to the candidates belonging to the unreserved groups. Similarly, qualifying marks in aggregate in respect of Scheduled Castes and Scheduled Tribes should be 50 out of 100 instead of 60 out of 100 for others.

III. The procedure in respect of (i) de-reservation of reserved vacancies in the cases of non-availability of suitable reserved community candidates, (ii) cases involving supersession of Scheduled Castes and Scheduled Tribes (iii) maintenance of reservation rosters, will continue to be as at present.

IV. These orders will take effect from 11-7-1968.

APPENDIX V

(Vide Para 3.6 of the Report)

No. 1/9/69-Est(SCT)

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

New Delhi, the 26th March, 1970.

OFFICE MEMORANDUM

SUBJECT: *Concessions to Scheduled Castes and Scheduled Tribes in posts filled by promotion—Class I Services|posts.*

The question of increasing the representation of Scheduled Castes and Scheduled Tribes employees in Class I Services/posts under the Government of India has been under the consideration for some time past. In this Ministry's O.M. No. 1/12/67-Est. (c), dated 11th July, 1968, certain concessions have been provided to Scheduled Castes and Scheduled Tribes, *inter alia* in the matter of promotion by selection to the lowest rung or category in Class I. It has now been decided that the following concessions and facilities will be provided to Scheduled Castes and Scheduled Tribes officers for their promotions within Class I also.

2. In promotions by selection to posts within Class I, which carry an ultimate salary of Rs. 2,000 per month, or less, the Scheduled Castes/Scheduled Tribes officers, who are senior enough in the zone of consideration for promotion so as to be within the number of vacancies for which the select list has to be drawn up, would be included in that list provided they are not considered unfit for promotion. Their position in the select list would, however, be the same as assigned to them by the Departmental Promotion Committee on the basis of their record of service. They would not be given, for this purpose, one grading higher than the grading otherwise assignable to them on the basis of their record of service.

3. In order to improve the chances of Scheduled Castes/Scheduled Tribes officers for selection to the higher categories of posts in Class I, it has further been decided that:

- (i) Scheduled Castes/Scheduled Tribes officers in Class I services/posts should be provided with more opportunities

for institutional training and for attending seminars|symposia/conferences. Advantage could in this connection be taken of the training facilities available at the National Academy of Administration, Mussoorie, National Police Academy, Mount Abu, India Institute of Public Administration, New Delhi, the Administrative Staff College, Hyderabad, etc; and

- (ii) it should be the special responsibility of the immediate superior officers of the Scheduled Castes/Scheduled Tribes officers in Class I to give advice and guidance to the latter to improve the quality of their work.

Ministries/Departments under whom Scheduled Castes/Scheduled Tribes Class I officers might be serving; should ensure that those decisions are implemented with expedition. Ministries/Departments (or the Heads of Departments) under whom such officers might be serving may specially watch the progress of these officers so that all appropriate steps are taken, wherever necessary, to improve the efficiency of those officers for the purpose of their selection to higher posts.

4. The orders contained in paragraph 2 above take effect from the date of issue except in respect of selections already made prior to the issue of these orders.

5. Ministry of Finance etc., are requested to bring the above decisions to the notice of all concerned.

6. In so far as persons serving in offices under the Comptroller & Auditor General of India are concerned, separate orders will issued in due course.

Sd/- P. L. GUPTA,

*Deputy Secretary to the
Government of India.*

To

All Ministries|Departments of the Government of India etc.,

All Union Territories;

Zonal Councils;

All attached and Subordinate Offices of the **Ministry of Home Affairs.**

C. & A.G.:

Union Public Service Commission;

Commissioner for Scheduled Castes and Scheduled Tribes.

APPENDIX VI

(Vide para 4 of Introduction)

Summary of Conclusions|Recommendations contained in the Report

S. No.	Reference to Para Number in the Report	Summary of Conclusions Recommendations
1	2	3
1.	1.8.	The Committee note that orders|instructions issued by the Ministry of Home Affairs regarding reservations for, and employment of, Scheduled Castes and Scheduled Tribes in Public Services, are <i>mutatis mutandis</i> made applicable on the Railways. They also note that orders|instructions regarding the fixation of seniority, confirmation, dereservation, selection, etc., have been made applicable by the Railway Board with certain variations. The Committee feel that the variations made by the Railways, particularly in respect of fixation of seniority and confirmation, need thorough scrutiny to ensure that they are not prejudicial to the interests of the Scheduled Castes and Scheduled Tribes. The Committee, however, note that the whole matter is under consideration of Government. They expect that an early decision will be taken in the matter. They would also like to be apprised of the decision when taken.
2.	1.13.	The Committee are not convinced with the reasons advanced by the representatives of the Railway Board for the abolition of the post of the Senior Personnel Officer in the Zonal Railways, which existed from February, 1958 to February, 1967, for dealing exclusively with the matters pertaining to the representation of Scheduled Castes and Scheduled Tribes in the Railway. The Committee feel that with a view to keep a strict watch on the proper representation of Scheduled Castes and Scheduled Tribes, there

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should be a high ranking officer in each Zonal Railway. They, therefore, suggest that the post of the Senior Personnel Officer should be revived so that adequate attention can be paid to the representation and grievances of Scheduled Castes and Scheduled Tribes in the services of the Railways. The Committee further suggest that the Cell in the Railway Board should be strengthened so as to ensure proper and speedy implementation of the reservation orders by the Zonal Railways.

3. 1.17. The Committee note that instructions have been issued by the Railway Board to various Zonal Railways on the 15th September, 1970 to maintain separate registers for registering the complaints/representations received from the Scheduled Caste and Scheduled Tribe employees. They would, however, stress the desirability of setting up of separate Complaints Cells in the various Zonal Railways for dealing with these complaints/representations speedily. The Committee also suggest that a precise procedure should be laid down by the Railway Board for dealing with the complaints/representations received from Gazetted Officers and other employees of the Railways belonging to Scheduled Castes and Scheduled Tribes.

4. 2.3. The Committee note that the percentage of reservations in posts where the scale of pay does not exceed Rs. 375/- p.m. in respect of the Scheduled Castes and Scheduled Tribes differ in each Zonal Railway inasmuch as they have been fixed in relation to the ratio of their population to the total population of the area covered by each Railway. The Committee are, however, constrained to note that the revision of these percentages on the basis of the 1961 census is stated to be still under consideration with the Ministry of Home Affairs. Even the 1971 census has

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drawn near and yet the Railways have not so far revised upwards the percentage of reservations for Scheduled Castes and Scheduled Tribes on the basis of their population in 1961, i.e. nearly a decade ago. The Committee expect that an early decision will now be taken in the matter in view of the fact that the percentage of reservations for recruitment on all-India basis have already been revised upwards *vide* the Ministry of Home Affairs Resolution No. 27/25/68-Est (SCT) dated the 25th March, 1970. The Committee would like that in future such revisions in the reservations for Scheduled Castes and Scheduled Tribes are made within six months from the date of availability of census figures and not delayed so long as in the present case.

5. 2.8. The Committee note that the present Chairman of the Railway Service Commission, Bombay belongs to one of the Scheduled Castes and that there have been Scheduled Caste Chairman Members of Railway Service Commissions in the past. The Committee recommend that each Railway Service Commission should include a member belonging to the Scheduled Castes or Scheduled Tribes.
6. 2.9. They further note that the Railway Service Commissions have been set up to function as independent recruitment agencies, although they are under the administrative control of the Railway Board. The Committee feel that mere endorsement of copies of all policy instructions issued from the Railway Board's office to the Railway Service Commissions for compliance is not enough; there should be comprehensive guidelines for effective functioning of the Railway Service Commissions.

- | 1 | 2 | 3 |
|----|-------|--|
| 7. | 2.10. | The Railway Board should impress upon the Railway Service Commissions the need for augmenting the intake of Scheduled Castes and Scheduled Tribes for appointment in the Railways and also the strict observance of the various orders/instructions issued from time to time by the Railway Board/Ministry of Home Affairs in regard to the recruitment of Scheduled Castes and Scheduled Tribes. |
| 8. | 2.13. | The Committee are not convinced with the reasons advanced by the Railway Board for not nominating a Scheduled Caste/Tribe Officer on Departmental Selection/Promotion Boards. The Committee consider that nomination of Scheduled Caste/Tribe Officers on Selection/Promotion Boards in the Railway Board and the Zonal Railways, wherever available, would inspire confidence among the Scheduled Caste/Tribe employees appearing before such Boards. In this connection, the Committee would like to invite the attention of the Government to the following recommendation contained in para 3.2 of their Fourth Report (Fourth Lok Sabha) on the Ministry of Home Affairs and Department of Social Welfare:

"The Committee feel that with a view to make these Departmental Committees (promotion, selection, etc.) more representative, a Scheduled Caste/Tribe Officer should also be included in each of these Committees set up by various Ministries/Departments/Offices." |
| 9. | 2.28. | The Committee note the procedure of recruitment followed by the Indian Railways. The Committee suggest that the exact number of vacancies reserved for Scheduled Castes and Scheduled Tribes (both arising in a particular |

1	2	3
		year, as well as the carry-forward vacancies) should be mentioned in the indents of recruitment placed by all the Zonal Railways/Railway Administrations on the Railway Service Commissions|Employment Exchanges.
10.	2.29.	The Committee recommend that advertisements for recruitment to posts, the scales of which go beyond Rs. 375|-, should be published in the local newspapers also in addition to the leading national newspapers. All advertisements for recruitment should also be published in the newspapers which are devoted exclusively to the cause of Scheduled Castes and Scheduled Tribes.
11.	2.30.	Feasibility of broadcasting advertisements for recruitment through the various stations of the All-India Radio covering the area of recruitment should also be explored.
12.	2.31.	The Committee feel that close co-ordination and liaison between the Zonal Railways|Railway Administrations; Railway Service Commissions; Employment Exchanges is imperative to augment the representation of the Scheduled Castes and Scheduled Tribes in the Service of the Railways. They suggest that precise reasons for the rejection of Scheduled Caste/Tribe candidates, who have been sponsored by the Employment Exchanges should be recorded and Communicated to them. The Employment Exchanges should also be requested to furnish a fresh list of Scheduled Caste and Scheduled Tribe candidates if suitable Scheduled Caste and Scheduled Tribe candidates are not available in a particular list.
13.	2.32.	The Committee stress that intimation should always be sent by all the Zonal Railways|Railway Administrations to the Railway Service Commissions|Employment Exchanges about the number of Scheduled Caste|Tribes actually

1	2	3
		absorbed by them out of those recommended by the Railway Service Commissions/Employment Exchanges.
14.	2.33.	The Committee note the contention of the Railway Board that "in the categories connected with safety of operation which are mostly technical and operating categories, no concession whatsoever, in the minimum prescribed educational or technical qualifications is granted as a matter of policy". They, however, feel that in order to encourage the Scheduled Castes and Scheduled Tribes for taking up such posts, they may be selected by lowering the standards to the extent possible and given rigorous training before absorbing them in these posts.
15.	2.34.	The Committee also feel that the prescription of qualifying experience or rigid conditions for recruitment to posts reserved for Scheduled Castes and Scheduled Tribes should be avoided as far as possible. Wherever necessary, Scheduled Caste and Scheduled Tribe candidates, possessing the minimum required educational or technical qualifications, should be selected and given the requisite training or experience.
16.	2.35.	The Committee would also like the Railway Board to check up in detail with reference to all the recruitments made after 1961 for technical posts in order to see in how many cases the experience clause could have been waived. The result of the study should be furnished to the Committee in due course.
17.	2.40.	The Committee are glad to note that instructions are being issued by the Railway Board to the Railways and the Railway Service Commissions to hold separate interviews for Scheduled Caste/Tribe candidates both in the matter of

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recruitment and promotion. A copy of the instructions issued may be furnished to the Committee for their information.

18. 2.43. The Committee agree that the roster is the mechanism to watch adequate intake of the Scheduled Castes and Scheduled Tribes on the Railways but it would cease to have any significance whatsoever if it is not maintained properly, a fact which was noted by the Study Group of the Committee during their on-the-spot visit to some of the Zonal Railways. The Committee note that standing instructions have now been issued by the Railway Board in September, 1970 for the proper maintenance of rosters and their periodical checking by the higher Officers. They hope that these rosters will now be properly maintained in accordance with the extant orders and checked regularly.
19. 2.65. The Committee are distressed to find the insignificant representations of the Scheduled Castes and Scheduled Tribes in the Class I and Class II Services of the Railway Board as well as of all the Railways. They also regret to note that even in the Class III Service, the representation of the Scheduled Castes is much below the quota reserved for them and the representation of the Scheduled Tribes is very insignificant. The under representation of the Scheduled Tribes persists in Class IV Services also. Considering these heavy shortfalls, the Committee cannot help concluding that orders/instructions on the subject are neither being followed in letter and spirit by the Railway Service Commissions and the other appointing authorities on the Railways nor is adequate attention being paid to improve the situation. The Committee would like to impress upon the Railway Board
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		the need to devise adequate checks to ensure rigid application of the extant orders on the subject.
20.	2.66.	The Committee are of the opinion that the Railway Board should have conducted a survey about the employment of Scheduled Castes and Scheduled Tribes in the Railways in view of their poor representation. The Committee would urge the Railway Board to conduct such a survey now so that effective steps may be taken to improve their representation in the services of the Railways. Now that the ban on recruitment has been partially lifted, it should not be difficult for the Railways to improve the position.
21.	2.67.	The Committee stress that the discretion vested in the appointing authorities to select Scheduled Caste and Scheduled Tribe candidates fulfilling lower standards of suitability, should be exercised liberally and more frequently. All the Zonal Railways should be asked to submit periodically to the Railway Board statistics showing the number of Scheduled Castes and Scheduled Tribes recruited by exercising this discretion.
22.	2.68.	The Committee appreciate that special recruitments have been resorted to by some of the Zonal Railways previously to wipe out the deficiency of Scheduled Castes and Scheduled Tribes in the posts reserved for them. They urge that special recruitments should be resorted to more frequently by all the Railways to improve the representation of Scheduled Castes and Scheduled Tribes in the Services of the Railways.
23.	2.70.	The Committee feel that it should be possible for the Railways, which recruit a large number of persons every year, to adopt a confidence-building scheme for Scheduled Castes and Scheduled Tribes in the Railways on the lines of the

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		Scheme launched by the Department of Social Welfare. They suggest that the Scheme, as formulated by the Department of Social Welfare, may be examined in all its aspects in order to see whether it could be initiated by the various Railways in their Training Schools.
24.	2.74.	The Committee feel that unless a special in service training programme, especially for those Scheduled Caste/Tribe candidates, who have been recruited by lowering the standards, is initiated by the Railway Board/Railways, it may be very difficult to bring such employees at par with others and make them suitable for higher posts. They note in this connection that the Railway Board has accepted the recommendation of the Yardi Working Group on the subject. They hope that it will be implemented without any further delay.
25.	2.79.	The Committee appreciate that reservations have been provided for Scheduled Castes and Scheduled Tribes in the ex-cadre posts also in the Railways. They hope that all the reserved ex-cadre posts will be actually filled by the Scheduled Castes and Scheduled Tribes.
26.	2.82.	The Committee hope that a brochure giving comprehensive information about the posts reserved for Scheduled Castes and Scheduled Tribes in the Railways, method of recruitment, qualifications required and other concessions and facilities available for them will soon be published by the Railway Board as agreed to by the Chairman of the Railway Board during evidence.
27.	2.86.	The Committee regret to note the large number of posts de-reserved by the Railways, as mentioned in Para 2.85 of the Report, during each of the last three years. The Committee feel that the procedure being followed by the Railways

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for the de-reservation of posts needs close scrutiny to ensure that de-reservation of posts is avoided as far as possible. They suggest that precise reasons for de-reservation of posts should also be intimated to the Commissioner for Scheduled Castes and Scheduled Tribes for his information. The Committee also suggest that before a post is de-reserved, the matter should again be referred to the Railway Service Commissions| Employment Exchanges in order to explore the possibility of getting suitable Scheduled Caste and Scheduled Tribe candidates.

28. 2.90. The Committee stress that the Scheduled Caste and Scheduled Tribe employees should be posted near their home towns to the maximum extent possible. They feel that the Railway Board should keep a strict watch in the matter to avoid undue harassment of the Scheduled Caste and Scheduled Tribe employees.

29. 3.8. The Committee note the procedure being followed in the Railways for filling the posts in promotion quota. They agree with the views of the Chairman, Railway Service Commission, Bombay, that "there should be no difficulty in getting suitable Scheduled Caste and Scheduled Tribe candidates for promotional quota as at the time of initial recruitment the candidates had satisfied the Service Commission before they were recruited." The Committee, therefore, are unable to find any justification for the meagre number of Scheduled Castes and Scheduled Tribes promoted in the various Zonal Railways during each of the last three years. They urge that the Railway Board should devise specific steps to improve the position.

30. 3.9. In view of the numerous complaints that the Confidential Reports of the Scheduled Caste and Scheduled Tribe employees are being deliberate-

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ly spoiled to deprive them of their due promotions, the Committee would like the Railway Board to examine whether the procedure that is being now followed in this regard could not be further improved to avoid any harassment to or apprehension in the minds of the Scheduled Caste and Scheduled Tribe employees.

31. 3.10. The Committee hope that the orders issued by the Ministry of Home Affairs vide their Office Memorandum No. 19/69/-EST(SCT) dated the 25th March, 1970, regarding concessions to Scheduled Castes and Scheduled Tribes in posts filled by Promotions in Class I Services/Posts, the pay of which does not exceed Rs. 2,000/- p.m., will be adopted by the Railway Board without any further delay.

32. 3.14. The Committee are unhappy to find that there have been a large number of cases of supersession of Scheduled Caste and Scheduled Tribe employees in most of the Zonal Railways during each of the last three years. The Committee also regret to note that statistics of supersessions of Scheduled Caste and Scheduled Tribe employees are not being maintained by the South-Eastern Railway and the Chittaranjan Locomotive Works. The Committee need hardly stress that supersessions of Scheduled Caste and Scheduled Tribe employees should, as far as possible avoided. In any case, full details about all supersessions should be reported to the concerned Minister/Deputy Minister in accordance with the orders of the Ministry of Home Affairs on the subject. They would also like that all such cases are simultaneously reported to the Commissioner for Scheduled Castes and Scheduled Tribes for his information and record.

33. 3.19. The Committee would urge that the seniority lists in the South-Central Railway should be

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finalised as early as possible. They trust that all cases of *ad hoc* promotions made pending the finalisation of seniority lists would be reviewed and fresh selections made, wherever necessary, after the seniority lists have been finalised. The Committee expect that the Railway Board|South Central Railway will ensure that the due claims of the Scheduled Caste|Tribe employees are not ignored while making promotions either on *ad hoc* basis or on regular basis.

34. 3.25. The Committee hope that the work regarding the finalisation of rules for the fixation of seniority in the Diesel Locomotive Works will be completed within two months, as stated by the Chairman, Railway Board, during evidence. They expect that while regularising the *ad hoc* promotions already made, the due claims of the Scheduled Caste|Tribe employees will be borne in mind.

35. 3.31. The Committee would like the Railway Board and the Ministry of Home Affairs to re-examine the question of the applicability of the relevant orders of the Ministry of Home Affairs regarding confirmation in the Railways in entirety in all its ramifications to find out whether the same could not be adopted by the Railways for the benefit of Scheduled Caste and Scheduled Tribe employees.

36. 4.5. Considering the inadequate representation of the Scheduled Castes and Scheduled Tribes in the Railway Protection Force of the various Zonal Railways, as revealed in the statement given in Para 4.4 of the Report, the Committee would like the Railway Board to examine whether physical standards required for Scheduled Castes and Scheduled Tribes for recruitment in the Railway Protection Force could be

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		further relaxed. They would also like the Railway Board to examine what further steps should be taken to augment the intake of Scheduled Castes and Scheduled Tribes in the Railways Protection Force.		
37.	4.8.	The Committee appreciate that instructions are being issued by the Railway Board to the Railways to the effect that although there is no reservation in recruitment of casual labour, it should be ensured that adequate number of Scheduled Caste|Tribe candidates are taken as casual labourers. The Committee would like to be furnished with a copy of these instructions when issued. The Railway Board should also make in due course an assessment of the working of these instructions.		
38.	4.14.	The Committee note the claim of the Railway Board that preference is being given to Scheduled Castes and Scheduled Tribes in the award of contracts for the small units in the Railways. The Committee recommend that such of the Scheduled Caste and Scheduled Tribe contractors as have done well in smaller units should be encouraged by giving them preference in the award of contracts of the bigger units.		
39.	4.15.	The Committee also suggest that while entering into agreements with the contractors, it should be made obligatory for them to employ a certain minimum number of Scheduled Castes and Scheduled Tribes in the execution of contracts awarded to them.		
40.	4.21.	The Committee understand that the Government have decided to reserve 5 per cent of the Government Quarters (Types I & II) for allotment to Scheduled Caste Tribe employees in the Ministries Departments other than the Railways. They suggest that the Railway Board may also		

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		consider the feasibility of reserving 5 per cent of the Railway Quarters for allotment to Scheduled Caste Tribe employees in the Railways.
41.	4.22.	The Committee would also like the Railway Board to consider the desirability of associating a representative of the Scheduled Castes|Tribes with the Housing Committees set up by the various Railways.
42.	4.27.	The Committee note the concessions available to the Scheduled Caste Tribe students for admission in the schools run by the Railways. They would like the Railway Board to adopt suitable measures to further augment the intake of Scheduled Caste Tribe students and teachers in these schools. They would also like the Railway Board to consider the feasibility of giving special stipends or scholarships to the Scheduled Caste Tribe students.



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