

# ESTIMATES COMMITTEE

## Twenty-fourth Report

### MINISTRY OF RAILWAYS STAFF MATTERS



सत्यमेव जयते

LOK SABHA SECRETARIAT  
NEW DELHI  
*March, 1956.*

## C O R R I G E N D A

### TWENTY-FOURTH REPORT OF THE ESTIMATES COMMITTEE ON THE MINISTRY OF RAILWAYS.

- Contents Page (i), Line 5, read '16' for '6'.
- Introduction Page, read '(v)' for '(vi)'.
- Page 3, Para 8, Line 23, read '1st March, 1950' for  
'1st March, 1955'.
- Page 8, Para 22, Line 6, insert 'be' between 'to' and  
'augmented'.
- Page 13, Line 11, read 'Railway' for 'Railways'.  
Line 13, read 'expeditious' for 'expenditure'.
- Page 15, Para 37, Line 4, insert '-' between 'out', 'of',  
'the' and 'way'.
- Page 19, Para 51, Line 1, delete 'the' after 'Bakhle'.
- Page 21, Para 57, Line 1, insert 'of educationists'  
between 'Committee' and 'should'.
- Page 22, Para 61, Line 13, read 'about' for 'about'.
- Page 24, Para 69, Line 2, read 'Lillooah' for 'Lillovah'.
- Page 25, Para 71, Line 5, read 'imparted' for 'imported',  
Para 71, Line 5, read 'recruitment' for 'requirement'.
- Page 38, Heading (e), read 'REPRESENTATIVES' for 'REPRESENTATIVES'.
- Page 39, Para 112, last Line, delete ',' after 'sick'.
- Page 41, Para 117, Line 7, read 'voluntary' for 'voluntary'.
- Page 44, Para 129, Line 4, read 'way' for 'was'.  
Para 129, Line 5, read 'to create' for 'be create'.
- Page 61, Para 182, Line 2, read 'Personnel' for 'personnel'.
- Page 63, Heading I, read "Board's" for "Board".
- Page 69, S.No. 9, Line 7, read 'categories' for 'cagteories'.
- Page 71, S.No.15, Line 1, read 'Service' for 'Servicf'.  
S.No.15, Line 2, read 'Membar' for 'Mambee'.
- Page 72, S.No.17, Line 4, read 'Personnel' for 'personnel'.  
S.No.19, Line 1, read 'of' for 'o'.
- Page 75, S.No.32, Line 4, insert 'other allied' between  
'two' and 'jobs'.
- S.No.34, Line 2, read 'Enquiry' for 'Inquiry'
- Page 84, S.No.72, Line 8, read 'Zone' for 'division'.
- Page 85, S.No.82, Line 12, read 'acquire' for 'require'.
- Page 86, S.No.86, Line 5, read 'action' for 'acion'

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**MEMBERS OF THE ESTIMATES COMMITTEE, 1955-56.**

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3. Shri Amarnath Vidyalkar
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**SECRETARIAT**

Shri S. L. Shakhder—*Joint Secretary*.

Shri H. N. Trivedi—*Deputy Secretary*.

Shri R. P. Kaushik—*Under Secretary*.

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\*Elected Member with effect from the 7th December, 1955 *vice* Shri R. Venkataraman resigned.

## INTRODUCTION

I, the Chairman, Estimates Committee having been authorised by the Committee to submit the Report on their behalf present this Twenty-fourth Report on the Ministry of Railways on the subject, 'Staff Matters'.

2. The Committee wish to express their thanks to the Chairman and Members of the Railway Board and other Officers of the Ministry of Railways for placing before them the material and information that they wanted in connection with the examination of the estimates. They also wish to thank the representatives of the Federation of Indian Chambers of Commerce and Industry, New Delhi, the All India Manufacturers' Organisation, Bombay, the All India Federation of Transport Users' Associations, Bombay, the National Federation of Indian Railwaymen, New Delhi and Sarvashri H. N. Kunzru, M.P., Shanti Prasad Jain, L. P. Misra, K. C. Bakhle, I. S. Puri, V. P. Bhandarkar and B. B. Varma for giving their evidence and making valuable suggestions to the Committee.

BALVANTRAY G. MEHTA,

*Chairman,*

*Estimates Committee.*

NEW DELHI;

*The 8th March, 1956.*

## I. INTRODUCTORY

The Indian Government Railways constitute the single largest nationalised undertaking employing about 10 lakhs of persons doing different types of work throughout the length and breadth of the country. As an employer of such a large personnel, the Government Railways have to perform a dual role. On the one hand, Railways being a public utility concern, have to ensure that the efficiency of the staff is kept at a high level, so that they may render to the public the service expected of them; and on the other hand, the Railways, as a nationalised undertaking, have also to ensure that the directive principles of State policy laid down in the Constitution of India are applied to the Staff under their care.

2. In order to maintain a high degree of efficiency, it is necessary that the right type of persons are recruited for the railway service, that they are given the right type of training and that a proper sense of discipline is maintained among them. The Railways have also to make provision for securing just and humane conditions of work and have to endeavour to secure a living wage, conditions of work ensuring decent standard of life and full enjoyment of leisure and social and cultural opportunities. The extent to which the Railways succeed in performing this dual role will be the measure of success achieved in this greatest nationalised undertaking.

3. The Committee have, therefore, devoted considerable attention to the problems pertaining to the Railway staff, and, in this Report, the Committee propose to deal exclusively with the "Staff Matters", which include recruitment, training, promotion policy, efficiency, discipline, staff welfare and other allied matters.

## II. RECRUITMENT

### A. Introduction

4. The staff employed on the Railways are grouped into four classes—Class I, Class II, Class III and Class IV. Class I and Class II are gazetted, whereas Class III and Class IV are non-gazetted. The Class-wise distribution of staff on Indian Government Railways on the 31st March, 1955 was as under:—

Class I and II	..	2,616
Class III	..	3,52,428
Class IV	..	6,25,163
		<hr/>
Total	..	9,80,207
		<hr/>

On the basis of, say, 30 years of service, the annual recruitment of staff on Indian Government Railways would range between 30,000 to 40,000. In view of such a huge employment potential of the Indian Railways, the importance of proper recruitment of staff in the various categories cannot be overstressed.

### B. Recruitment to Railway Service, Class I

5. All the direct recruitment to Class I service on Indian Railways is made through the Union Public Service Commission. This recruitment is generally made on the basis of a very difficult test, in which candidates compete on an all India basis. As a result of these tests and the *viva voce*, the best talent available from the various Indian Universities is recruited and the Committee, therefore, do not want to suggest any modification in the mode of recruitment to Class I service.

6. The vacancies to the extent of 33 1/3% in the junior scale of Class I are filled by promotion of suitable Class II Officers by a positive act of selection by the Railway Board in consultation with Railway Administrations and the Union Public Service Commission, on the basis of merit.

### C. Recruitment to Railway Service, Class II

7. There is no direct recruitment to Class II service, but the employees in Class III, who show intelligence, initiative and ability are promoted to that Class, depending upon the number of vacancies available. Such promotions are made on the recommendations

of the Selection Boards. The Selection Boards consider the personality of the candidates, their service records, confidential reports and recommendations of the District and Divisional Officers. The Committee agree with the recommendation of the Railway Corruption Enquiry Committee that the question of honesty and integrity of the candidates should be given greater emphasis, while making these selections.

#### D. Recruitment to Railway Service, Class III

##### (a) RAILWAY SERVICE COMMISSIONS:

8. Direct recruitment to fill Class III posts in the Railway Services is ordinarily made now through the agency of the Railway Service Commissions. Prior to the start of the Railway Service Commissions, the recruitment of Class III staff was done by each Railway through its own departmental officers. In 1939, an Officer appointed to review the working of the rules and orders relating to the representation of minority communities in the Railway services, recommended *inter alia* the establishment of a central commission for the recruitment of subordinate Railway staff on the ground that the manner in which recruitment was conducted lacked uniformity and was perfunctory and the establishment of a commission would give greater confidence to minority communities. While Government did not accept the reasons as valid, they agreed that the establishment of an independent agency would command wide support and relieve executive officers of the very heavy work which recruitment entailed on them. A commission with functions restricted to the recruitment of subordinate staff on the ex-N.W. Railway was, therefore, set up in 1942 as an experimental measure. In 1946-47, four more commissions were set up at Bombay, Calcutta, Madras and Lucknow. On account of the stringent need for economy in expenditure, which arose in 1949, the four commissions were abolished, and in their place one Central Railway Service Commission was set up from 1st March, 1955 at Bombay. This Commission could not, however, cope with increased recruitment work and a second commission was, therefore, formed at Calcutta in November, 1951. Later on, as even two Commissions could not handle promptly all the recruitment for the Railways, it was decided that two more commissions should be set up at Madras and Allahabad. At present, there are the following four Railway Service Commissions, which conduct selections for recruitment of Class III staff for the units shown against each:—

- (i) Railway Service Commission, Allahabad—Northern Railway, North-Eastern Railway (except Pandu Region) and Ganga Bridge Project.

- (ii) Railway Service Commission, Calcutta—Eastern Railway, South Eastern Railway, Pandu Region of the N.E. Railway and Chittaranjan Locomotive Works.
- (iii) Railway Service Commission, Madras—Southern Railway, Secunderabad Division of Central Railway and Integral Coach Factory.
- (iv) Railway Service Commission, Bombay—Western Railway and Central Railway (excluding Secunderabad Division).

(b) VOLUME OF WORK DONE BY THE RAILWAY SERVICE COMMISSIONS:

9. The table below gives the number of applications received, the number of candidates called for interview, the number of candidates selected and the expenditure incurred by each Railway Service Commission.

Year	Calcutta Commission	Bombay Commission	Allahabad Commission	Madras Commission	Total
<i>No. of applications received</i>					
1952-53	1,39,391	86,254	..	..	2,25,645
1953-54	1,83,551	1,11,098	24,134	41,433	3,60,216
1954-55	1,00,579	1,32,171	1,95,744	1,94,638	6,23,132
<i>No. of candidates called for interview/examination</i>					
1952-53	9,248	21,532	..	..	30,780
1953-54	11,412	12,523	3,874	5,379	33,188
1954-55	15,011	18,209	17,914	12,487	63,621
<i>No. of candidates selected</i>					
1952-53	5,621	9,078	..	..	14,699
1953-54	6,424	6,996	1,893	1,126	16,439
1954-55	5,956	7,992	6,226	3,187	23,361
<i>Expenditure of Railway Service Commissions</i>					
	Rs.	Rs.	Rs.	Rs.	
1952-53	2,42,948	2,98,900	..	..	
1953-54	2,33,934	2,85,449	38,485*	49,374*	
1954-55	2,36,903	2,26,450	1,61,531	1,85,100	

\*The expenditure is for the period from 1-12-1953 to 31-3-1954, as these Commissions started functioning from 1-12-1953.

It is worth noting here that the number of candidates selected for Railway service in Class III through the Railway Service Commissions during 1954-55 was more than 23,000. The tempo of recruitment will increase as the Second Five Year Plan progresses.

**(c) METHOD OF RECRUITMENT:****(i) Receipt and check of requisition:—**

10. As and when vacancies arise, each Railway intimates to the Railway Service Commission concerned its requirements of the staff specifying the number of vacancies, category of staff, scales of pay and the qualifications required. These requisitions on receipt are checked in the offices of the Commissions with reference to the correctness of age-limits, qualifications, scales of pay and the communal reservation of vacancies. After scrutiny, the Commissions advertise vacancies in the leading newspapers through their employment notices.

**(ii) Advertisement of vacancies:—**

11. Vacancies for posts carrying a maximum pay of less than Rs. 300 per month are advertised in newspapers circulating in the States served by the Zonal Railway concerned. Vacancies for posts carrying a maximum pay of Rs. 300/- or more per month are advertised in newspapers with an All-India circulation. A list of such newspapers prescribed by the Ministry of Home Affairs is supplied to the Commission by the Railway Board. The copies of the employment notices issued by each Commission are also sent to the linked Employment Exchanges, representative Organisations of the Scheduled Castes, Scheduled Tribes and Anglo-Indians with a view to give wide publicity to the vacancies. The vacancies, where recruitment of candidates is to be given a regional bias are also advertised in suitable Indian language papers approved by the Government, which have the largest circulation in the Region/ Division of the Railway concerned. Incidentally it was brought to the notice of the Committee that sometimes important regional newspapers were omitted from the list prescribed by the Ministry of Home Affairs. The Committee, therefore, recommend that the Ministry of Home Affairs should periodically revise the list in consultation with the State Governments and the legislators from the region concerned.

**(iii) Receipt and Registration of applications:—**

12. The applications received in response to the advertisements are date-stamped immediately on receipt and are entered in a register maintained for the purpose with brief particulars and the entries are serially numbered. After the expiry of the last date for receipt, the applications are sorted out category-wise, i.e., where there are a number of categories advertised in an Employment Notice, the applications for each category are separated and grouped together.

*(iv) Scrutiny of applications:—*

13. After the applications for each category are sorted out and registration completed, each individual application is scrutinised with a view to see whether the candidate fulfils all the qualifications prescribed in the advertisement. The eligible applications for non-technical categories are further classified according to academic qualifications and divisions obtained in University examinations, and entered into a chart which is placed before the Commission for preliminary selection of candidates to be called for test. The applications for non-technical categories rejected in the scrutiny as ineligible are test-checked by the Member of the Commission to the extent of 10% to see that the applications are rightly rejected. So far as the applications for technical categories are concerned all eligible and ineligible applications after scrutiny are placed before the Commission to select candidates to be called for test.

*(v) Preliminary selection of candidates:—*

14. The number of candidates called for test is approximately four times the number of vacancies, and the Commissions prescribe each time a standard in the preliminary selection according to which the candidates out of those eligible are to be called for test for each category. The applications of candidates selected for call are stamped with "Accepted" seal and are initialled by either the Chairman or the Member as a token of acceptance. The call letters are then issued intimating the date of written test and the interview.

*(vi) Written Tests and Interviews:—*

15. Before the candidates are admitted to the written test, their original certificates are checked with reference to the entries in the application forms submitted by them, and their fresh signatures are obtained and tallied with those on the application forms to check impersonation. A written test is held by the Commissions for recruitment of candidates to both technical and non-technical categories and those who qualify in the written test according to the standard of the Commission are called for interview except in a few cases where only interviews are held or written test without interviews. Interviews are generally held the same day the written test is held. It is only rarely that candidates are detained for the next day for interview or are called for interview on some other day. This is possible because the programme of selection for each category is spread over a number of days, so that only a reasonable number of candidates are called each day. No interviews are held in case of recruitment to the posts of office clerks and typists and no written tests are held in case of recruitment to the posts of doctors, nurses, teachers etc.

(vii) *Submission of merit lists to the Railways:*

16. After selection for a category is completed, names of successful candidates are arranged in order of merit and the merit list supplied to the Railway concerned. Copies of the merit list are also sent to the Divisional/Regional and Headquarters Offices of the Railway concerned for display on notice boards and to the Employment Exchanges concerned for exhibiting the same on their notice boards for the information of the candidates. A copy of the merit list is also exhibited on the notice board of the Commission. The result is not intimated individually to the candidates. The Committee recommend that the result of the examination should be intimated to the candidate concerned, provided he leaves a self-addressed envelope or a post card with the Commission's Office. That such a facility will be afforded should be made clear in the application form.

**F. Defects in the existing procedure for Recruitment in Class III and suggestions for improvement:**

17. After careful examination of the procedure of recruitment followed at present by the Railway Service Commissions, the Committee feel that there is considerable scope for improvement in the existing procedure in the following respects:—

(a) **LACK OF PLANNING WHILE PLACING REQUISITIONS:**

18. At present, the requisitions for recruitment are furnished by Railways to the Commissions piecemeal or at uneven intervals with the result that the Commissions sometimes have to advertise the same category more than once and have to hold fresh examination each time. This results in unnecessary waste of money on frequent advertisements, waste of time in the offices of the Commissions and consequently a delay in the supply of candidates to the Railways. The Committee, therefore, recommend that the Railways should plan in advance their requirements of the staff for at least six months and should furnish the same to the Railway Service Commissions at fixed intervals, leaving sufficient margin of time with the Commissions to plan their selections. This will not only facilitate the work of the Commissions, but also ensure timely supply of staff to the Railways and avoid the necessity of recruitment of staff by the Railways otherwise than through the Railway Service Commissions, which very often causes embarrassment to the Railways, when local recruits are not approved by the Railway Service Commissions and have to be replaced by the selected candidates. Besides, the Railway Service Commissions are at present required to recruit staff for about 100 categories and if proper planning is done by the Railways of their requirements,

the Commissions can group together advertisements and selections for a number of categories, where the prescribed qualifications are the same. The Committee recommend that the Railway Service Commissions should hold combined tests for a number of categories. This would save considerable time and energy, and expedite the process of recruitment.

(b) LACK OF OPPORTUNITY TO ALL THE ELIGIBLE CANDIDATES:

19. The number of candidates called for test is approximately four times the number of vacancies and so all those, who are eligible as per prescribed qualifications are not called. Only a small fraction of those who apply get even the opportunity to compete for the examination held by the Railway Service Commissions. The other eligible candidates who possess the minimum prescribed qualifications and are not called naturally suffer from a sense of frustration and at times, even suspect the impartiality and fairness of the selections.

20. With a view, therefore, to improve matters and to place the Railway Service Commissions above suspicion, the Committee recommend that the Railway Ministry should give its serious thought to this matter and create conditions whereby it will be possible for the Commissions to hold examinations for all the eligible candidates. Of course, the examinations will be held simultaneously at various centres and the question papers will be the same.

21. To begin with, a start may be made first in case of the examinations held for the non-technical popular categories like Guards, Ticket-Collectors, Office Clerks, Train Clerks, Commercial Clerks, Tally Clerks, etc. where the age-limits and minimum qualifications prescribed are similar and the number of candidates offering for employment is very large. For such categories, a combined examination may be held at suitable centres and out of those who qualify in the written test, a reasonable number, say, four times the number of vacancies may be called from the top for interview.

22. The number of candidates appearing in the examination will be large and it will not, therefore, be possible for the Chairman and Member of a Commission to value the answer books within a scheduled time and so it will be necessary to employ outside examiners on reasonable remuneration. The staff in the Commissions' Offices also will have to be augmented to tackle the increased work. All this would mean extra expenditure. To cover the additional cost, the Committee suggest the desirability of charging an examination fee of Rs. 2 to 3 per candidate who is called to sit in the examination in addition to the existing application fee of Re. 1/-. Each candidate should also be required to attach a copy

of his photograph to his application form to prevent impersonation.

23. The revised method suggested will have the following advantages :

- (a) The Commissions will be able to follow a uniform procedure of selections;
- (b) The existing discontent amongst the candidates and the chances of corruption in the offices of the Commissions will be eliminated ;
- (c) The number of applications at present received in the Offices of the Commissions will be reduced, as one candidate will be required to submit only one application for a number of grouped categories;
- (d) The candidates will save money in that, they will not have to submit a separate application for each category. The Commissions will save considerable time in that a candidate will have to be tested and interviewed only once and not several times, as it is done at present; and
- (e) It will place the Railway Service Commissions more or less on the same footing as the State Public Service Commissions in so far as the method of recruitment is concerned.

24. The Committee further recommend that suitable psychological tests should be gradually introduced with a view to find out the aptitude of the candidates for different types of jobs. This will prevent the possibility of putting square pegs in round holes, and improve the tone of the Administration. The Committee are also of the opinion that the present method of recruiting certain categories of staff such as Office Clerks and typists only by a written test and without an interview should be discontinued. They feel that an interview of the candidates to form an idea about their personality and capacity to express themselves is necessary.

The Committee also suggest that in the matter of welfare of labour and other educational and social activities within the administration of Railways, those who have experience in the line and who have done some work for social welfare or labour welfare and such other activities, may be given due consideration at the time of recruitment.

**(c) LACK OF CO-ORDINATION BETWEEN THE RAILWAY SERVICE COMMISSIONS AND THE EDUCATIONAL INSTITUTIONS:**

25. At present, there is no co-ordination between the Railways and the Educational Institutions except that the Commissions are

required to send a copy of their employment notices to the Educational Institutions for the information of students. The result is that there is a shortage of candidates for technical categories whereas for the non-technical categories the number of candidates offering for employment is very large. To meet the shortage of technical staff and to keep Educational Institutions informed about the requirements of the staff for the Railways, the Committee recommend that the Railway Ministry should include a detailed review of the activities of the Railway Service Commissions in their annual reports. This review should also assess the requirements of the Railways for technical posts for which there is a shortage and should offer its suggestions on diversification of courses and vocational training to increase the flow of technically trained personnel to meet the requirements of staff under the Second Five Year Plan on the Railways. A copy of this review should be furnished to all the State Governments for distribution amongst the recognised Educational Institutions. Similarly the Railway Service Commissions should also periodically prepare the reviews and send them to the educational institutions in the regions served by them.

26. The Committee also endorse the recommendation of the Railway Corruption Enquiry Committee made in para. 255 of their Report that the Railway Board may also bring out a small brochure describing different types of jobs offered by the Railways, brief nature of jobs, future prospects, emoluments, age and educational qualifications required.

(d) LACK OF WIDE PUBLICITY OF THE PROCEDURE OF SELECTION AND THE MERIT LIST OF SELECTED CANDIDATES:

27. The procedure followed by the Railway Service Commissions in selecting candidates for written test is not given wide publicity with the result that the candidates suspect the impartiality and fairness of the selections. The merit lists of the candidates selected for appointment on the Railways are also not published in the newspapers and the candidates remain in suspense for a considerable period with the result that they continue the search for jobs and often the best candidates are lost to the Railways, as they procure jobs elsewhere. The Committee, therefore, recommend that the procedure followed by the Railway Service Commissions in selecting candidates for the written test/ interview should be given a wide publicity and the results of the examinations should be freely published in the newspapers in addition to what is done at present and that the various stages leading to the final selection of candidates against a post should be made clear in the application form.

**(e) NON-FULFILMENT OF QUOTA FOR RECRUITMENT OF SCHEDULED CASTES, SCHEDULED TRIBES AND ANGLO-INDIANS:**

28. The Committee have noticed that the Railway Service Commissions have not been able to fill all the vacancies reserved for the candidates of Scheduled Castes, Scheduled Tribes and Anglo-Indian community. The Committee were informed that although applications from Scheduled Caste candidates were received in a large number, the standard was not upto the mark. The applications from candidates belonging to Scheduled Tribes and Anglo-Indian community were not received in sufficient number. The Anglo-Indian candidates are said to be interested in some categories only with the result that for other categories sufficient number of Anglo-Indians do not apply. The Committee, while noting with satisfaction the assurance given by the representatives of the Railway Ministry that the question of meeting the shortage of candidates for reserved vacancies was under constant review and that everything would be done to ensure that they were recruited in sufficient number, recommend that some concrete steps in the following ways should be taken by the Railway Ministry to increase the flow of suitable candidates belonging to the communities for which there is reservation in the services:

(i) The Scheduled Caste candidates having the minimum prescribed qualifications after selection by the Commissions may be given special training to bring them upto the mark. This would mean that the standards of selection for the scheduled caste candidates will be slightly lower than that for other candidates, but it will be compensated for by one or two months' extra training.

(ii) For the candidates belonging to scheduled tribes and Anglo-Indian community, their reservation may be comparatively increased in the areas, where they are available in large numbers and in services which are much to their liking without disturbing the overall percentages of the reservation.

**F. Recruitment on regional basis**

29. Railway Service is essentially Central Service and hence no special preference can be given to any particular area or region or a linguistic group in the recruitment of railway service. Debarring candidates from other regions or areas for recruitment to railway service in particular areas will definitely mean an infringement of Article 16 of the Constitution of India. All the same for the Railway Service in Class IV category and in the lowest grades of Class III, it would be an advantage, if the staff recruited is conversant with the regional language. In regard to

the recruitment of Class IV service, it is made locally by the Railway Departments concerned and the candidates forthcoming are generally conversant with the regional language and there is no difficulty. In the case of Class III service, however, as such recruitment is conducted by the Railway Service Commissions, the candidates from various regions come forward and it does happen that the candidates not knowing the local language are posted to certain regions. In order to overcome this difficulty, the Railway Board decided that recruitment of Class III staff should be given "regional bias" and they issued the following instructions to the Railway Service Commissions in January, 1954:—

(i) The number of available posts for each Region/Division should be indicated at the time of recruitment.

(ii) The advertisement should be put in the papers which have the largest circulation in the Region/Division concerned.

(iii) As far as possible selection should be held in each Region/Division. A Railway Officer from the Region/Division generally sits in the Selection Board.

(iv) In respect of technical categories and for posts in intermediate grades, advertisements, while indicating the Region/Division where vacancies exist, should be made on an all-India basis and selections should take place at the Headquarters.

30. The Committee appreciate the efforts made by the Railway Board in this direction. They, however, suggest that in the application forms, candidates seeking recruitment to the lowest grades of Class III Railway Service should be asked to indicate their preference for particular regions and as far as possible, they should be posted to those regions, so that the language difficulty may not arise. It is, however, to be made clear to the candidates that they are liable to transfer to other areas also in the interest of administration. Any of the railway staff in Class III category who do not know the local language of the region, where they are posted, should be encouraged to pick up the working knowledge of the language of the region during the course of their training and refresher courses. Incidentally, the Committee suggest that if and when any out-agencies are abolished or taken over by the Railways, the staff concerned should be given relaxation of age limit for the purpose of recruitment in the light of their previous experience.

#### **G. Number of Railway Service Commissions and their strength**

31. At present there are four Railway Service Commissions located at Allahabad, Calcutta, Madras and Bombay to recruit the Class III staff for seven Zonal Railways. The Commissions received 2,25,845

applications during the year 1952-53, 3,60,216 applications during the year 1953-54 and 6,23,132 applications during the year 1954-55. It is expected that during the current year the number of applications received by these Commissions will be still more due to the increased tempo of recruitment for the requirements of Second Five Year Plan. The Committee, therefore, feel that the existing Railway Service Commission with one Chairman and one Member are not adequate to deal with the expected voluminous work of recruitment efficiently and expeditiously. A question here arises whether the number of existing Commissions be increased to seven so as to provide one Commission for each Zonal Railways or the number of members in the existing Commissions be increased suitably to ensure efficient and expediture recruitment. During the year 1954-55, the Railway Service Commissions received 6,23,132 applications of Re. 1 each (annas four each in case of Displaced Persons and candidates belonging to Scheduled Castes and Scheduled Tribes communities) whereas the expenditure amounted to Rs. 8,09,984 during the year which shows that the net expenditure incurred was of the order of Rs. 2 lakhs. Proportionately, if the number of Commissions is increased from 4 to 7 another additional expenditure of Rs. 1.5 lakhs per annum may have to be incurred. This is a small sum and will be more than compensated by the increased efficiency, avoidance of delay in supply of staff to the Railways and lastly by the increased facilities afforded to the candidates in each Zone. The Committee, therefore, recommend that the Railway Ministry should take steps to set up one Railway Service Commission for each Zone. The Headquarters of the Commissions need not necessarily be situated at the Headquarters of the Railway Zone. As a matter of fact, it would be a distinct advantage from the point of view of economy and facilities to the candidates, if the Headquarters of a Railway Service Commission are situated at a comparatively smaller and more centrally situated place.

32. The Committee are glad to learn that the Railway Board have already decided to strengthen the Commissions at Bombay and Calcutta by adding a member to each. The Committee recommend that so long as the number of Commissions is not increased, the position of the Railway Service Commissions, Allahabad and Madras should also be reviewed with a view to add one more member to each of them, as the number of applications dealt with by these Commissions during the year 1954-55 is higher than that dealt with by each of the Calcutta and Bombay Commissions. The Committee also suggest that suitable upper age limit should be laid down for the Chairman and members of the Railway Service Commissions.

33. Taking into consideration the importance of the work of recruitment by the Railway Service Commissions and the responsi-

bilities involved, the Committee are of the opinion that the post of the Secretary of each of the Commissions should be a senior scale post. It should be a post with a tenure of three years and personnel officers of the Railways should be considered for it. The question of recruiting the candidates with suitable educational qualifications, for the post of Secretary of the Railway Service Commission should also be examined by the Railway Ministry.

#### **H. Co-ordination of the activities of the Railway Service Commissions**

34. As regards the co-ordination of the activities of the four Railway Service Commissions, the Committee were informed by the representatives of the Railway Ministry that they encouraged meetings of the Railway Service Commissions. The Committee are of the opinion that such meetings should be held twice a year with a view to give an opportunity to the Chairmen of different Commissions to study each other's working, to import uniformity in the procedure of selection and to discuss common problems with a view to achieve economy. These meetings should be presided over preferably by a Member of the Railway Board and in his absence, by the Director (Establishment) of the Railway Board and they should be held at the Headquarters of the Commissions in rotation.

#### **I. Employment of sons of Railway employees**

35. Before the Indian Constitution came in force, it was the accepted policy of the Railways to give the sons and near relatives of the Railway employees some preference for employment on Railways for posts in lower categories. Any such preference has been held to be a violation of Article 16 of the Constitution and has, therefore, been discontinued.

36. The President of the National Federation of Indian Railwaymen in course of his evidence before the Committee suggested a modification of the provisions of the Constitution, so that the children of Railway employees could be given some preference subject to their possessing minimum qualifications. This will engender a feeling of traditional loyalty towards the Railways and will also serve to improve discipline. The Committee were impressed by this argument. They feel that so far as the question of giving some preference to children of Railway employees in recruitment in the form of reservation of certain percentage of Class IV and the lower grades of Class III is concerned, the position may be examined whether this could be done without infringing the relevant articles of the Constitution. One suggestion that the Committee would like to offer is that the schools run by the Railways for the children of Railway employees should be convert-

ed into multipurpose schools and the subjects pertaining to Railway working should be taught there, in addition.

### J. Employment of women on Indian Railways

37. Under Article 16 of the Constitution women are equally eligible with men for any post in Government service. But most of the work of Railways is a continuous process round the clock and in many cases involves posting at out of the way places. Women applicants for Railway posts are, therefore, few. In accordance with the recommendation of Shri Rajadhyaksha in his award (known as Adjudicators' award) as far as practicable women are not to be employed at night, i.e. between 10 P.M. to 6 A.M. save in professions, where women only have to be employed such as Nurses, Ayas etc. Therefore and because they have not offered in sufficient numbers, women candidates have come to be generally recruited to posts which from their nature are suited to them such as Lady Doctors, Matrons, Nurses, Midwives, Ayas, Clerks, Typists, Stenographers, Ticket Collectors, Reservation and Enquiry Clerks, Telephone Operators, Teaching Staff in Railway Schools etc.

38. Following are the figures showing the number of women workers on Railways:—

Railway	Class III Railway Services	Class IV Railway Services	Unclassified staff in Rail- way workshops etc.
Central	579	1,958	..
Eastern	469	2,018	..
South-Eastern			
Northern	188	348	..
North-Eastern	135	451	..
Southern	396	699	Provisional figures.
Western	491	351	
TOTAL	2,258	5,825	

39. The Committee notice that the number of women workers on the Railways is small because they have not offered for employment in sufficient number and they, therefore, recommend that in the advertisements issued by the Railway Service Commissions for posts, which by their nature are suited to women, it should be clearly stated that women are eligible to apply and wherever they apply for such posts they should be called for written test/interview, provided they fulfil all the prescribed qualifications. The reasons for wide fluctuation in the number of women workers on different Railways should be examined and steps taken to recruit more women workers for the jobs which are, by their nature, more suited to women. The Committee suggest that, now that depart-

mental catering is being introduced on Indian Railways, women should be considered for the posts in the Catering Department.

### **K. Recruitment to Railway Service—Class IV**

40. Direct recruitment, to fill Class IV posts in the Railways, is made by the local officers of Division/Region/District concerned and such recruitment is made locally. The residents of the area concerned receive full consideration at the time of making selections to fill such posts. These posts are not advertised in the newspapers, but are notified to the linked Employment Exchanges and notices are also exhibited on the notice Board of the Office concerned.

41. It was brought to the notice of Committee that there had been some apparent reluctance on the part of officers to recruit scheduled caste candidates in respect of Class IV posts, but the representative of Railway Ministry, in the course of his evidence, assured that he would take steps, if in any category of Class IV the prescribed percentage of 16½ per cent. was not reached. The Committee recommend that the Railway Ministry should take immediate steps to see that the posts reserved for the candidates of Scheduled Castes in Class IV service are filled in full as there is no shortage of suitable candidates. Similarly, in regard to Scheduled Tribes, special efforts should be made to recruit them to the reserved quota. The present system of recruitment to Class IV should be placed on a sound footing and the recruitment should be through a Departmental Committee of not less than three gazetted officers including an officer belonging to Scheduled Castes or Tribes, if available. In case no such officer is available, the Railway Board may consider the feasibility of utilising the services of officers in charge of the welfare of the Scheduled Castes, Scheduled Tribes and Backward Classes for this specific purpose. Certain criteria for selection should be laid down and adhered to. Ability to read and write in the regional or national language must be insisted upon. The sons of Railway employees, especially of Class IV, serving in the area concerned should be given full consideration. The representative organisations of Scheduled Castes, Scheduled Tribes and Backward Classes in the area concerned should be given a copy of the notice of recruitment for Class IV sufficiently in advance specifying the posts reserved for those communities, as is done in case of recruitment to Class III posts.

42. The Committee recommend that greater publicity should be given by advertisements in local papers, notices at stations, etc. regarding the recruitment of different categories of Class IV staff (including trade apprentices) than is being done hitherto.

### III. TRAINING

#### A. Introduction

43. In this age of rationalisation and scientific management, it is imperative, that the workers should be given proper training in the jobs they are required to perform. Success of a concern, big or small, largely depends upon the efficiency with which its workers put in maximum effort with the least waste of time and energy. The efficiency of workers depends to a large extent upon the training given to them not only at the initial stage, but at different stages throughout their career. This applies to all the staff from the lowest to the highest. In the case of Railways, which employ nearly ten lakhs of workers spread over 34,000 miles of their lines provision of proper training for the workers is all the more necessary.

#### B. Facilities for training of Officers on Railways

44. On recruitment through the Union Public Service Commission, the Officers of the Transportation (Traffic) and Commercial Department, Indian Railway Accounts Service, Transportation (Power) and Mechanical Engineering, Electrical, Signal and Stores Departments, Indian Railway Service of Engineer and the special class of apprentices (selected for eventual absorption as Officers in Mechanical Engineering Department) are given training for the periods as shown below:

Indian Railway Service of Engineers	... 2 years
Transportation (Traffic) and Commercial Department	... 2 years
Transportation (Power) and Mechanical Engineering Department	... 2 years
Indian Railway Accounts Service	... 2 years
Stores Department	... 2 years
Electrical Engineering Department	... 2 years
Signal Engineering Department	... 2 years
Special Class Apprentices	... 4 years at
	Jamalpur plus 2 years on Railways.

Special Class Apprentices receive theoretical and practical training for the first 4 years at the Technical School and the Railway Workshop at Jamalpur. For the next two years, they are given training on the Railways and at the Railway Staff College, Baroda.

45. Officers of the Departments mentioned above are given training in several items in the Area Schools, Workshops, Offices and Stations on Railways and at the Railway Staff College, Baroda, as prescribed in the syllabus of training, in each case.

#### *Railway Staff College, Baroda*

46. Besides the usual courses for Probationary Officers, Special Class Apprentices and Junior Officers of all Departments which last for 6 to 8 weeks, special lectures are also arranged periodically on selected subjects by selected Officers who have specialised in their lines. Some of the Officers who attend these lectures deliver lectures on allied subjects. These lectures cater mainly for Senior Officers for whom there is no regular course at the College and each session lasts for one week. The Officers attending the regular courses are given instructions in subjects such as General Rules, Transportation, Commercial Accounts, Mechanical and Civil Engineering matters on Railways, Model Room practice, Statistics, Establishment work and relations with the public and staff.

47. The College has a Transportation Model Room with a Model Railway fully equipped with necessary signalling, interlocking and block instruments, which is used to instruct trainee Officers in practical train working. The provision of a larger and better equipped Model Room is under consideration.

48. *Other aids to instruction are:*

(a) A full size Demonstration Railway Yard comprising of two lines equipped with the necessary signalling for instructional purposes has been provided. This yard is located within the grounds of the College with Permanent Way so laid as to show the different types of Permanent Way Structures and fittings in general use on the Railways.

(b) A Mechanical Room has also been provided. It consists of two sheds, housing a Passenger Locomotive in section, a number of models of mechanical and Locomotive parts and bogie underframes equipped with vacuum brakes for practical demonstration to the trainee officers.

(c) A Cinema Projector (16 m.m.) is used for screening films of instructional as well as general educative value as part of the training given to Officers attending the various courses.

(d) A technical library has been built up with about 4250 books on Railway working and allied problems.

49. The College has hostel accommodation for about 18 students and adequate recreational and sports activities. The accommodation is now being expanded to accommodate 12 more students. The representative of the Railway Ministry, in course of his evidence before the Committee, stated that regular accommodation together with improvised arrangements would enable 42 officers to get training in the College.

50. Officers recruited as District Medical Officers, those recruited in the Marine Department and as Specialists, e.g. Chief Cashiers, Publicity Officers, Assistant Printing Superintendents, etc. are not given any training. In their cases, persons possessing sufficient previous experience in their lines are generally recruited.

51. Shri K. C. Bakhle, the ex-Chief Commissioner of Railways, in the course of his evidence before the Committee, stated that in his opinion, Officers and men in all the classes of service should from time to time, apart from the usual training they receive, be sent to Refresher courses or even on special courses under supervision, as they did in the Defence Services. The Committee agree with the views expressed by Shri Bakhle and recommend that the activities at the Staff College at Baroda should be increased to cover the training of the probationary officers, systematic refresher courses for junior officers and special courses for the senior officers. The *per capita* expenditure of the Staff College, Baroda was Rs. 2769, during 1952-53, Rs. 2476, during 1953-54 and Rs. 3468, during 1954-55. The Committee consider this expenditure as unduly high and recommend that it should be brought down substantially by making more intensive use of the training facilities available. The Committee further recommend that the training courses at Staff College, Baroda, should be suitably revised so as to include the study of general principles of the Constitution of India, division of functions and distribution of legislative and executive authorities, Disciplinary Rules, civic duties and responsibilities and allied matters. The duration of training for each item should also be carefully scrutinised and then fixed.

52. The Committee also fully endorse the following recommendations of the Railway Corruption Enquiry Committee:

"In addition to the normal course of training given to the Officers, lectures by the Heads of Departments and General Managers on the duties and responsibilities of the Officers to keep the Administration clean should be arranged. Canons of financial propriety, absolutely im-

partial dealings with staff under them and allied matters should form the subject matters of these lectures. Public men working in the political and social fields should also be periodically invited to impress on the trainees the importance of their social responsibilities in the discharge of their duties."

53. In addition, the Committee would also suggest that eminent educationists might be invited to visit the Staff College and offer their suggestions in the various fields of activities of the College. The Committee also suggest that study tours by officers of one zone to other zones should be encouraged with a view to better understanding of the working of different zones and imbibing fresh ideas.

### **C. Facilities for training of Class III staff on Railways**

54. There are at present 24 training schools functioning on the Indian Railways including one each for the Chittaranjan Locomotive Works and the Integral Coach Factory, Perambur. 14 of these are traffic Training Schools, where recruits are trained in the duties of Station Masters, Signallers, Guards, Booking and Parcel Clerks etc. Refresher and promotion courses for the staff already in service are also provided for in many of these schools. There are 4 Technical Schools attached to Railway workshops to train apprentices, who are intended for eventual appointment as skilled artisans, supervisors and Officers in railway workshops and loco sheds, sick lines etc. In some schools, Loco Running Staff and Permanent Way Staff are also trained.

55. Taking into account the large number of employees that are recruited annually by the Railways, the Committee consider the existing training facilities for initial training and refresher courses to be inadequate. Howmuchsoever intelligent a man may be, he will not be able to do his job with maximum efficiency, unless he is given a good grounding in the work he is required to handle. As rightly stressed by the Railway Corruption Enquiry Committee, in addition to a thorough knowledge of the rules and regulations and the normal duties that the employees would be required to perform, there should be training in character building, laying emphasis on courtesy, honesty, straight-forwardness and their responsibility as citizens of a free and democratic country.

56. The Committee learnt from the representative of the Railway Ministry that an Officer on special duty was looking into the problem of training both from the point of view of getting men trained for the various departments as well as of overhauling the entire system of training. The Committee are of the opinion that it would be preferable to assign this work to a Committee of educationists.

57. The Committee recommend that this Committee should carefully assess the requirement of training facilities (a) for initial training and (b) for refresher courses for each category of Class III staff for each Railway and suggest opening of new training schools wherever necessary, and should also standardise the syllabi of training courses and refresher courses for different categories of staff, so that the standard of training on different railways may be reasonably uniform.

58. The Committee also suggest that the possibility of encouraging private institutions for giving particular kind of training, required for the different categories of Railway employees should be explored by the Railway Ministry. One multi-purpose school as preparatory Institute for new recruits or for providing material for new recruitment for each Region and one higher school for advanced training for each Railway would be useful for ensuring a steady flow of candidates with suitable training in subjects pertaining to Railways. The Committee are not fully satisfied with the reasons for closing classes at Junagadh and Bhavnagar for training of signallers, a category for which there is a shortage on the Railways. While on the subject, the Committee suggest that encouragement should be given for the preparation of text books dealing with various aspects of Railway Administration, which can be used in the institutions referred to above.

59. As a matter of interest, the Committee give below the training facilities available on the Japanese National Railway, as described by Shri Kripal Singh (the Chief Operating Superintendent of the Eastern Railway) in his report on the working of the Japanese National Railways:

*Training of staff:*

60. The Japanese National Railway has the following training facilities for its employees:—

(i) *Central Railway employees' training school.*—This is located in Tokyo and gives training to senior employees and also engages in research and study of training methods for J. N. Railway employees.

(ii) *Divisional Railway employees' training school.*—There are eight such schools attached to the bigger railway operating divisions. Training and refresher courses are held in these schools for all categories of railway employees.

(iii) *Fieldmen training schools.*—They are established at 23 places and they engage mostly in the training of new employees and in holding refresher courses for the staff already in service.

(iv) *Workshop apprentices' training schools.*—These are established as auxiliary organs of railway workshops for the training of new shop workers.

(v) *Nurses training schools.*—These are being run as auxiliary organs of railway hospitals for the training of new nurses.

(vi) *Education by correspondence and discussion programmes.*—In addition to the above schools, the Japanese National Railway imparts some 'without school' training also, by means of correspondence and discussion programmes.

61. Correspondence education is given to reduce the cost of training at school by imparting a part of the necessary training to the employees before they enter the school and also to give every employee equal opportunity to be trained without putting either the management or the trainee to much expense. The fee is nominal, just enough to cover printing and paper charges. Applicants for correspondence education are screened and selected on the basis of their record, educational qualifications, etc. Passing the final examination qualifies a person taking a correspondence course for admission to the Railway employees' training school, or gives him the privilege of being promoted to certain posts without any further examination. This course at present covers 88 subjects and has about 238 printed pamphlets.

62. *Discussion programmes for training.*

Four kinds of such programmes are in vogue:—

(i) Management training programme for Officers and staff working in the head office, railway operating divisional offices and other offices; consists of 20 meetings taking 40 hours in all.

(ii) Station Masters' training programme for Station Masters and Assistant Station Masters etc. consists of 10 meetings taking 30 hours in all.

(iii) Foremen training programme for Works supervisors consists of 5 meetings taking 10 hours in all.

(iv) Free conference programme: it is a follow up course for the trainees who have finished any of the above-mentioned programmes.

"The training covered by these programmes is imparted by holding conferences, where a greater part of the time is assigned to discussion amongst trainees led by selected conference leaders."

63. The Committee suggest that these points should be borne in mind by the Committee of educationists, while evolving an integrated system of training on the Indian Railways.

#### **D. Facilities for training of skilled and supervisory staff in the Railway workshops:**

64. The skilled and supervisory staff for the Mechanical Departments on Railways are obtained through a system of training of apprentices. The apprentices for supervisory posts are known as Apprentice Mechanics and are recruited by the Railway Service Commissions with the minimum qualification of Matriculation. Their training extends over a period of 5 years. The successful apprentices are absorbed as journeymen to the extent of the vacancies available and later on promoted to higher supervisory categories such as Chargemen, Assistant Foreman etc. The apprentices for filling skilled artisan posts are known as Trade Apprentices. The period of their training is also 5 years and the minimum educational qualification is Lower or Junior Primary Standard. On completion of the training, they are absorbed as skilled artisans. No guarantee of appointment on the completion of the apprenticeship is given, but generally most of the apprentices come to be absorbed on Railways.

65. On the Indian Railways there are at present about 1,09,000 highly skilled and skilled supervisory personnel and about 1,06,000 semi-skilled and unskilled personnel. For skilled categories, the Railway recruit Apprentices numbering about 1,500 per year and these apprentices after varying periods of training according to their educational qualifications are put to man skilled posts. At a time, the Railways have about 7,500 apprentices under training.

#### **E. Future programme of training in Mechanical and Electrical Engineering Departments on Railways.**

66. On account of the importance of having well trained staff in the Mechanical and Electrical Engineering Department, which has been emphasised by successive Committees on Railway matters like the Indian Railway Enquiry Committee etc. and on account of the variations which exist in the arrangements for training on the several Railways, the Railway Board decided to review the existing training facilities with a view to improving them. They accordingly appointed at the end of 1953 a Committee called the 'Technical Training Committee' with Sarvashree S. L. Saksena (Chairman), K. C. Lall (Member) and U. Mahadevan (Member-Secretary) :—

(a) to examine and find out existing requirements of Railways;

(b) to collect information regarding existing facilities for theoretical and practical training of Apprentice Mechanics and Trade Apprentices on Railways;

(c) to find out to what extent facilities for theoretical training are available in the technical institutes run by the various State Governments and how far they can be utilised on the Railways;

(d) to make recommendations regarding improvements, which should be effected in existing arrangements, to impart both theoretical and practical training on a sounder footing.

67. It would be worthwhile to note here the following observations of this Committee:—

“A general survey of the facilities existing on different Railways shows that there is vast scope for systematising and improving the standard of training of apprentices. Generally speaking, an apprentice is, at present, permitted to pick up whatever he can, at the good graces of an illiterate workman, who knows little and wants to hide whatever little he knows, with the result that the trade ability of apprentices on the completion of even 5 years' training does not come up to the desired standard.

“There is no arrangement for the training of unskilled, semi-skilled and basic tradesmen for promotion to higher grades; as such the trade ability of the staff who are promoted as basic tradesmen and skilled workmen is naturally of low calibre.

“In order to raise the trade ability of our workmen and supervisors, it is necessary to provide regular and systematic training for apprentices as well as for the staff—unskilled, semi-skilled and basic tradesmen—who aspire for promotion.”

68. In view of the importance of getting properly trained personnel in the mechanical and electrical engineering departments, the Committee suggest that decisions on the various recommendations of the Technical Training Committee should be taken by the Railway Ministry without further delay.

69. The Committee understand that basic training centres have been organised in the Kanchrapara, Lillovah, Jamalpur and Kharagpur Workshops. They recommend that there should be at least one such centre on each Railway.

#### **F. Facilities for training of Class IV Staff on Railways**

70. No special arrangements exist on Railways generally for training all the Class IV staff initially recruited. Only Class IV staff of the Traffic Department including Running Staff are given training in their duties either through the medium of local instructors or by working with senior men and are tested in the knowledge of their duties by inspectors before they are placed in independent charge of their posts. The representative of Railway Ministry, in the course of his evidence, informed that the Traffic Staff engaged in shunting, who are initially taken as porters and gradually promoted

until they become Yard Foremen, were given training in rules, Before that stage was reached, there was no system of regular schooling.

71. Shri Vasavada, President of the National Federation of Indian Railwaymen, in the course of his evidence before the Committee stated that for Class IV staff who constituted 30 to 40 per cent of the Railway employees, there was no arrangement for training, which in his opinion should be imported after requirement, before they were given regular employment.

72. The Committee agree that training facilities should exist for all categories of workers including unskilled ones and recommend that literacy in regional language be insisted on at the time of recruitment of Class IV staff. For the illiterate Class IV staff already in service, a scheme of paying lump-sum literacy bonus for the acquisition of literacy and providing simple and interesting literature should be explored by Railway Board. The Committee recommend that a Committee of educationists referred to earlier for reviewing the training facilities should prescribe brief training courses for different categories of Class IV staff. This training should be not only for one particular job, but for one or two other allied jobs also, so as to permit of better utilisation of manpower.

## IV. PROMOTIONS

### A. Introduction.

73. A satisfactory promotion policy in any industry has to fulfil two criteria. One is that it should provide reasonable avenues of promotion to the ordinary employees at reasonable intervals. Second is that it should enable the management to select able employees and promote them to responsible jobs, which they are best fitted to perform. Thus the development of a satisfactory promotion policy—satisfactory both from the point of view of the employees and the management—is a matter of great importance, both for the maintenance of efficiency and for the improvement of morale. Evolving such a policy is an extremely difficult task. Suspicion about the methods by which men are selected for promotion is a factor, which is not peculiar to the Indian Railways alone, as will be seen from the following extract from the pamphlet, "Nationalised Industry—Problems of Promotion Policy", published by the Acton Society Trust, London:—

"Few people realise what widespread and intense suspicion is felt throughout industry concerning the methods by which men are selected for promotion. It is widely believed that management deliberately and cynically favours certain individuals and, where matters are not as bad as this, that promotion goes to those who are fortunate enough or ingenious enough to catch management's eye rather than to those who by virtue of merit or long service have the prior claim on the appointment. Such evidence as exists goes to show that these suspicions are largely unfounded. Nevertheless, they are widely held, and the first hurdle to be overcome in the development of a sound promotion policy is to dispel them. Difficult as this may be to achieve in practice, at least no difference exists between management and men concerning the ideal to be aimed at. Employees demand a maximum of opportunity for merit and complete impartiality in selection for promotion, management's interests are equally served by such a programme."

In order to overcome this suspicion, it is necessary that the avenues of promotion and the methods of selection for higher posts are clearly laid down and known to the staff. The Committee propose to

examine the methods of promotion on Indian Railways from these aspects and offer their suggestions.

### **B. Promotion to and within Class I Posts.**

74. Class I Service on the Railways includes:—

#### *(a) Administrative posts:*

These include the posts of General Managers, Senior Administrative posts and Junior Administrative posts. Under Rule 126 of Railway Establishment Code—Part I, all administrative posts are selection posts. Selection in this case is based on the record of service, as reflected in confidential reports and generally personal knowledge of the General Manager and the Railway Board in regard to the officer. In making the selection, ability, temperament and character are taken into account. Appointments to the posts of General Managers are approved by the Appointment Committee of the Cabinet. All appointments to senior administrative posts and all first appointments to junior administrative posts are approved by the Railway Board and the Railway Minister. All other junior administrative appointments for more than 8 months in the major departments and 4 months in the smaller departments are approved by the Railway Board and the General Managers have powers to make appointments for lesser duration.

75. The Committee consider that the existing system of promotion from senior scale to the Administrative posts by selection is satisfactory and may continue.

#### *(b) Senior Scale Posts:*

76. These are not selection posts and are filled by promotion of the senior most suitable junior scale officer. Under the existing system, the promotion from junior scale to senior scale is on the basis of seniority subject to suitability. In this respect, the Committee reiterate the recommendation of the Indian Railway Enquiry Committee (1947) in para 188 of their Report that certain definite standards of efficiency, which must be attained by the junior scale officer before being promoted to the senior scale, should be laid down and that the junior scale posts should really be the training ground for future holders of senior scale and administrative posts. The Committee further suggest that a junior scale officer should be interviewed by a Board consisting of three Heads of Departments before he is for the first time promoted to a senior scale post.

#### *(c) Junior Scale Posts:*

77. These posts are filled by direct recruitment through the Union Public Service Commission. Formerly 15% of annual recruitment to gazetted posts was made by promotion and the balance

85% by direct recruitment. The percentage of promotion was subsequently increased to 20%. In order to give better chances of promotion to deserving staff, this percentage was increased to 25% in 1949, and it has been further increased to 33½ per cent. since 1-4-1953.

78. Following are the figures of recruitment to Class I service by direct recruitment through Union Public Service Commission and by promotion, as published in the annual reports of the Railway Board:

Year	By direct recruitment through Union Public Service Commission.	By promotion.
1954-55	82	41
1953-54	58	26
1952-53	42	4
1951-52	44	9
1950-51	36	3*
1949-50	34	3*
1948-49	107	8
1947-48	104	Nil

From the above figures, the Committee notice that promotions of Class II officers could not be given regularly to the prescribed quota prior to 1953-54. There is, however, a distinct improvement in this respect since 1953-54. The Committee were glad to learn from the representative of the Railway Ministry that a panel of candidates suitable for promotion to class I was being formed, so that their promotion according to the quota can be effected simultaneously with direct recruitment. The Committee recommend that the arrear promotions should be brought upto the quota reserved.

### C. Promotion to Class II Posts.

79. These posts are filled ordinarily by selection from the non-gazetted railway servants employed on the Railway concerned. Selection Boards consisting of at least four officers, two of them Principal Officers, one being the head of the department concerned, are constituted for recommending Class III staff considered suitable for promotion to Class II. These Boards examine cases of all individuals considered eligible and likely to be suitable for promotion. Confidential reports and service records are scrutinised and the recommendations are made after an interview and oral tests. The Committee understand that unlike some other Government departments, the Railways do not make any direct recruitment to Class II service. This no doubt gives better opportunities to the Class III employees to show their merit and secure promotions:

\*against the vacancies of 1947-48

to gazetted posts. The Committee, would, however, like to stress here that there is considerable difference in the nature of work to be handled by Class III and Class II staff. It is, therefore, necessary that sufficiently high standards should be laid down for selection to Class II service, and if Class III staff of the requisite standards are not available, the question of direct recruitment to Class II service be examined.

#### D. Promotion within Class III posts.

80. All class III posts are divided for the purpose of promotion into two categories; (a) non-selection posts, and (b) selection posts.

(a) *Non-Selection posts*.—These are filled by promotion of the senior-most suitable employees, the suitability being determined by the authority competent to fill the posts, on the basis of the records.

(b) *Selection posts*.—All posts in grades of Rs. 200 to 300 and above are treated as selection posts. Certain specific categories involving supervision and personal responsibility in the grade of Rs. 150 to 225 and 160 to 220 are also included in the list of selection posts with the prior approval of the Railway Board. In the case of running staff, running allowances as represented by 50% of basic pay are added to pay scale for classifying posts for selection. Selection posts are filled by a positive act of selection made by the Selection Board from among the staff eligible for selection. The eligible staff are usually those in one grade below. If sufficient number is not available, it is permissible to go down to the next lower grade. Usually about four candidates are considered for every one person to be selected. Selections are made on the basis of merit as assessed by the Selection Board, after examining the service records and interviewing and orally testing the eligible staff. For the guidance of selection posts, the points to be considered and the marks to be allotted have been laid down as under:—

(a) Record of Service	20%
(b) Seniority	30%
(c) Professional ability and capacity to do a particular job	20%
(d) Personality, address and leadership	30%

81. It has also been laid down that, if two candidates are adjudged to be more or less equal the senior among them is to be placed higher, in case the difference in other respects between them is negligible.

82. The Committee feel that the promotion policy must be closely co-ordinated with suitable training policy and that the Railways

must be able to forecast the number of people likely to be required for different posts to make the employees realise that opportunities were open to them to further their prospects, if they equipped themselves. They recommend that the avenues of promotion in various departments should be clearly laid down and made known to the staff. They also recommend that the seniority lists of staff should be expeditiously finalised and circulated to the staff, so that they can form an idea about their future prospects of promotion. The Committee would like to mention a word here about the promotions of Scheduled Caste employees. Definite quotas have been laid down for their recruitment to initial categories; but no such quotas have been laid down for their promotions to higher selection posts. This is natural because a candidate cannot and should not be promoted to the higher selection posts on any consideration except that of merit. In this connection, however, the Committee very much appreciate the recent scheme of training introduced for the Scheduled Caste employees in the Railway Board's Office to bring them to the requisite standard for promotion to the Assistants' posts. This scheme will assist in providing suitable opportunities of promotion to the Scheduled Caste employees without impairing the efficiency. They, therefore, recommend that this scheme should be introduced on individual Railways also.

#### **E. Promotion within Class IV posts.**

83. All promotions within Class IV service are held on the principle of seniority-cum-suitability. The General Managers are, however, free to devise suitability tests, wherever considered necessary in case of promotion within Class IV posts.

#### **F. Promotion of Class IV employees to Class III posts.**

84. The existing rules on the Railways provide for the promotion of Class IV staff to the Class III service. In some cases, there is a regular channel of promotion commencing from posts in Class IV service to the highest posts in Class III service. For instance, an unskilled labourer can, if he has acquired the necessary skill, be promoted as a skilled artisan which appointments are in Class III service. 33½% of the posts in the categories of skilled artisans are reserved for promotion from unskilled Class IV staff.

85. In regard to the subject of promotion of Class IV employees to Class III posts, the Committee are in agreement with the views expressed by the Indian Railway Enquiry Committee (1947) that regular and wide avenues of promotion should be provided for deserving men belonging to these services. They, therefore, recommend that age restrictions for the purpose of recruitment to any category of Class III service should be suitably relaxed in the case

of those who are already employed on the Railways in Class IV and have rendered satisfactory and efficient service. The recruiting authorities should consider them, if qualified, for promotion to Class III.

86. The Indian Railway Enquiry Committee (1947) did not recommend the reservation of any particular proportion of vacancies for being filled by Class IV, as much would depend on the availability of suitable candidates. In the case of Class IV yard traffic staff, however, that Committee made an exception and recommended that they should be eligible for promotion to fill certain proportions of vacancies as Number Takers, which should be kept reserved for them. No such fixed proportion appears to have been reserved. The Committee suggest that this should be implemented. In case it is apprehended that the requisite number of suitable Class IV yard traffic staff would not be forthcoming for this purpose, the Railways should take steps to introduce special training classes for such candidates to bring them to the requisite standard. The feasibility of earmarking a certain percentage of Class III posts for promotion from Class IV in certain other specific categories also should be further explored by the Railway Ministry. The Committee recommend that a uniform system of giving promotions from Class IV to Class III should be evolved for all the Railways, and that minimum period of service should be laid down before such a promotion can be given.

87. Apart from the question of giving promotions to employees from the lower classes to higher classes, they should also be permitted to compete for the posts in the next higher class by direct recruitment, if they so desire, and the minimum age qualification may be suitably relaxed for this purpose. Thus, for instance, if a matriculate gets a job in Class IV service and then desires to compete for Class III posts, such as that of Guard or Ticket Collector etc., he should be permitted to do so by applying to the Railway Service Commission and minimum age-limit in his case may be suitably relaxed. Similarly, if a graduate with good academic career accepts a job in Class III service in the Railways and if he desires to compete for Class I post, he may be permitted to apply to the Union Public Service Commission and to appear for the competitive examination. The minimum age-limit in his case may be suitably relaxed.

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## V. EFFICIENCY OF STAFF

### A. Introduction

88. Efficiency of workers depends upon a number of factors (a) selection of the right man for the right type of job, (b) scientific training for the execution of job, (c) incentive in the form of bonus, profit sharing, reward, rank, recognition and/or appreciation to make a person work wholeheartedly with interest, (d) suitable working conditions leading to methodical study of work, planning, scheduling, arranging implements properly, reducing unnecessary movements etc., and (e) psychological approach to the worker with a view to enlisting his energy, interest and goodwill. Indian Railways employ over 9 lakhs of workers scattered all over the country and it is of utmost importance that proper conditions are created to enable the workers to attain the required standard of efficiency. Views were expressed before the Committee, both by the official and non-official witnesses, that the efficiency of the Railway staff is on the decline. This is a matter of grave concern and the Committee propose to deal with the subject here and offer their suggestions to improve the efficiency. The question of discipline, which is closely interlinked with the question of efficiency, will be dealt with in a subsequent chapter.

### B. Measures to improve the efficiency of staff on the Railways.

#### (a) RECRUITMENT AND TRAINING OF STAFF:

89. The Committee have already dealt with the question of recruitment and training of staff.

#### (b) INCENTIVES TO STAFF:

##### (i) *Incentive bonus scheme:*

90. The Railway Ministry, at present, have no definite scheme operating on Indian Railways for improving the efficiency of staff through an incentive bonus system. A start was, however, made by the Railway Ministry in this direction about three years ago in Chittaranjan Locomotive Works, where they have been able to introduce an incentive bonus system. The representative of the Railway Ministry informed the Committee that the introduction of incentive bonus scheme in Chittaranjan Locomotive Works has made a lot of difference in the output. The question of introducing a system of payments by results in repair workshops is already under the consideration of the Railway Ministry and an Officer has been

appointed to look into the question of introducing bonus system and planning organisations in various workshops. Some staff is also being sent to the Chittaranjan Locomotive Works to be trained as production experts. The representative of the Railway Ministry further explained that one of the main difficulties in introducing this change was that in India the time scale of pay prevailed and it was usually difficult to introduce any sort of drastic change. The representative also informed that the Railway Ministry were taking advantage of the stay of their Mechanical Engineers abroad, who had gone there on inspection work in the firms making locomotives, wagons and carriages for Indian Railways. They had been asked to study the working of the incentive bonus system in the foreign Railways, while doing the inspection job and to submit a report on the points they had studied.

91. Shri S. R. Vasavada, President of National Federation of Indian Railwaymen, in the course of his evidence before the Committee accepted the principle that the payment to the workers in the Railways should be made after taking into account the results. When asked by the Committee why this system was being opposed by the workers, Shri Vasavada explained that it was because they apprehended that their emoluments would be reduced by the scheme. If the workers could be assured that they would not be underpaid under the new system, which would actually enable them to earn more and work better both collectively and individually, it would not be difficult to effect the change-over. There might be stoppage of work due to breakdown of machines or delay in the flow of materials for which suitable allowance would have to be made. Mr. Vasavada further informed the Committee that so far as the Federation was concerned, they were anxious to assist the Government in bringing out the best from the men and in getting higher production, both in respect of quality and quantity.

92. The Committee reiterate their recommendation already made in para 129 of their Twenty-first Report that each Railway should evolve the system of piece work rating and bonuses in its workshops and the co-operation of the National Federation of Indian Railwaymen and its local branches should be sought in this matter with a view to complete the scheme as early as possible.

(ii) *Staff Suggestions Scheme:*

93. To ensure prompt examination and expert scrutiny of the numerous inventions and suggestions to improve railway operation that are being received from railway employees as well as members of the public, Railway Ministry decided in October, 1950 to set up a Standing Screening Committee (Inventions and Suggestions) at the headquarters of each Railway.

94. These Committees consist of senior and experienced technical officers and ordinarily meet once a month to examine suggestions and provide an opportunity to inventors, where necessary, to demonstrate or explain their ideas personally. The recommendations of these Committees on the technical merits, economics and suitability of each invention under actual working conditions, are submitted to General Managers, who then decide whether a particular device or suggestion should be adopted.

95. Staff have been notified about the functioning of these Standing Screening Committees (Inventions and Suggestions) by periodical notices in Railway Gazettes. Staff put in their suggestions in 'Suggestion Boxes' provided at important railway stations, sheds, workshops and offices or send their suggestions direct to the Committee.

96. Following are the figures showing the number of suggestions received from the staff and their disposal:—

(i) Number of suggestions received	997
(ii) Number of suggestions adopted in toto	34
(iii) Number of suggestions adopted in modified form	6
(iv) Number of suggestions not adopted, but merited recognition	29
(v) Number of suggestions ruled out	818
(vi) Number of suggestions still under consideration	110

Cash rewards varying in value from Rs. 25 to 500 are given for valuable suggestions. In some cases, letters of commendation are also issued.

97. The Committee note with satisfaction the steps taken by the Railway Ministry in this direction and would recommend that the scheme be made more popular amongst the staff by giving it a wide publicity in regional languages. Staff in the lowest categories should also be encouraged to offer suggestions. They also feel that promotion and increase in salary, stipends to children for study and stipends to the inventors for further study in India or abroad may yield better results. They further recommend that non-officials should also be associated with these screening Committees.

(iii) *Recognition of meritorious work:*

98. The representative of the Railway Ministry in course of his evidence informed that if someone did any meritorious work on the Railways, his name could be mentioned in the Annual Report.

Apart from that there was a system of rewards under which, if Railway employee invented any new thing which was useful to the Railways, the value of that invention was assessed and some sort of recognition was given to him either in the shape of monetary award or something else.

99. The Committee are in agreement with the recommendation of the Railway Corruption Enquiry Committee that cases of exceptional and outstanding work should receive special recognition by granting of honoraria, letters of appreciation and medals.

100. While on the subject, the Committee would like to reiterate their earlier observations made in their Ninth Report, as they are applicable to the Railways with equal force:

“There is a large number of public servants, who discharge their duties honestly and efficiently. It may be said that in some cases the Officers are so conscientious and so overwhelmingly efficient that they cover up or make up for the deficiency and incompetence of others. It is, therefore, but right that good work and sense of public duty among the highly conscientious officers is suitably recognised.”

(c) PSYCHOLOGICAL APPROACH TO WORK:

101. Shri K. C. Bakhle, ex-Chief Commissioner of Railways, in course of his evidence, while offering suggestions for improvement in the working of the Railways stated that there was a necessity of a proper psychological approach, so that even the humblest railwayman was made to feel that his work was important and to develop interest in the work he was doing.

102. The Committee quote below from Shri Bakhle's evidence:

“A man can be a very efficient engineer, but if he cannot get on with his men, he cannot get the work out of them. In all this kind of work a psychological approach is necessary. We had on the G.I.P. a small training school at Bina, where we used to handle Class III and even some Class IV people. But when we took a shunting porter into that school, we had to give him psychologically the place of respect, which he deserved; after explaining to him generally how the railway worked, we had to emphasise and magnify his particular work of a shunting porter and explain to him how important he was—that he was the king-pin on which so much depended. If his self-respect is boosted up and if he is

made to develop interest in the work he is doing and then if he is explained why he is doing that particular work—because many of his duties are repetitive and unless a man is really explained why he is doing it, he will not know—if he is given that interest and shown how important his particular task is in the running of the Railways, it makes a very big difference.”

103. The above views expressed by Shri Bakhle are in the spirit of the new set-up and the Committee are in entire agreement with them. As an eminent writer has stated, “Democracy consists in the opening of new horizons and vistas that one may see larger world through the windows of our every day tasks and duties.”

104. All the staff at various levels should be made to realise that the conscientious and efficient performance of their day-to-day tasks is not only in the interest of the administration and the country, but also in their own interest. Modern psychology has clearly revealed that proper interest in one's work and its efficient performance are the greatest source of joy to a person. To illustrate the point, the Committee give below an extract from the book “RELEASE FROM NERVOUS TENSION” written by David Harold Fink, M.D. and published by George Allen and Unwin Ltd.:

“Constructive activity does free the brain. Constructive activity breaks the network of inhibitions that prevent the entire brain from functioning as an organ. When a man works at a job that he can enjoy, he is able to whistle. His entire body gets in tune with his healthful creativeness. His heart pumps with new energy; his lungs expand with new freedom. In this sense, work is recreation, for it builds up wasted muscles and red blood cells out of newly released energy. It is through **purposeful activity** in which a man uses all of his strength **and energy** and thought that he reaches the top of the joy of living.

Whatever importance we enjoy comes to us through our work. All of us are little fellows. We are brittle. We are frail. Created one by one with pain and distress, we are brought to maturity only by painstaking effort and difficulty; and our hold on life is feeble and brief. Not one of us amounts to very much, except in our work. It is only when we compare the ant-like smallness of the individual with the stupendous accumulations of human achievement that we are able to appreciate the sublime quality of human life.

‘Individually unimportant, we create the Empire State Building; the underground railways; aeroplanes that climb to the top of the atmosphere; microscopes that peer into the structure of the molecule and cameras that photograph matter too tiny to reflect sunlight; the *Rhapsody in Blue*; the speculations of an Einstein that go beyond our solar system to encompass the universe. These are the products of our hands and of our minds that make us something more than human. With the toil of our hands and the straining of our minds, we pull ourselves out of the teeming struggle of animal life into the realm of the divine.

“Losing ourselves in our work, we find ourselves in step with that glorious band who have given human life dignity and meaning. We march again with Washington. We fight for freedom with Jefferson. We investigate the universe with Faraday. We fashion our instruments with Edison. Our own little private cares and worries wither into insignificant dust. Who cares about how he feels? Not the man with a job to get done. Who cares about rewards, appreciation, thanks? Not the man with a job to do. Only one thing matters; put that work through. Perhaps we may feel that we don’t amount to much. But when we identify ourselves with a part of all human aspiration, we become the conquerors of the world. Individually poor, we become spiritually rich and, having our work, own the world.”

(d) INTENSIVE SUPERVISION:

105. The question of intensive supervision is dealt with from time to time by the various Committees and its importance cannot be overstressed. If a high level of efficiency is required to be attained and maintained, proper supervision at all the stages is absolutely necessary. The Chairman and Members of the Railway Board, during the course of their evidence, were candid enough to admit that the existing quantity and quality of supervision at various levels are not satisfactory.

106. Shri H. N. Kunzru, M.P., in the course of his evidence, while offering suggestions to improve the efficiency in Railways stated that Members of the Railway Board should be enabled to travel for fairly long periods and thus supervise the work of each Railway administration, discuss important questions with responsible officers and give quick decisions.

107. The question of making necessary changes in the Railway Organisation at various levels has already been dealt with by the Committee in their Report on "General Administration", and there is no need to cover the ground again. The Committee would only like to reiterate here that Members of the Railway Board, General Managers, Heads of the Departments and other executive Officers should tour frequently, exercise close supervision and not hesitate to rectify the mistakes noticed.

(e) INCREASED CO-OPERATION OF THE REPRESENTATIVES OF RAILWAY EMPLOYEES :

108. The representative of the Railway Ministry in the course of his evidence informed that the meeting with the leaders of the Labour Unions were regularly held with a view to seeking the co-operation of the trade unions in the matter of securing efficiency. Instructions had been issued to the Railway Administrations that even if the trade union officials did not ask for a meeting, they should be addressed and asked to suggest points for discussion. The Railway Ministry suggested to the National Federation of Indian Railways that it should inculcate the spirit of discipline amongst the staff and also that efficiency be increased to enable the Second Five Year Plan to be executed quickly and economically. The representative added that the Federation's response was satisfactory but there had been no improvement in the situation yet.

109. The Committee recommend that some concrete steps should be taken by the Railway Ministry to enlist the co-operation of the Employees' Unions in this respect at all levels. The Committee were informed that it was the intention of the Railway Ministry that once the Railways' Second Five Year Plan was finalised, it would be split up divisionwise and districtwise, so that the staff might know what contribution they were required to make. The Committee appreciate this proposal and suggest that co-operation of the Employees' Unions should be sought to popularise the Plan and arouse the enthusiasm of the staff for its proper implementation. Similarly, public co-operation should be enlisted by suitable publicity and propaganda.

(f) RETENTION OF STAFF AFTER 55 YEARS OF AGE :

110. The Committee were informed that there was likely to be a shortage of trained personnel, particularly in the technical categories during the Second Five Year Plan. In view of this, the Committee would suggest that the question of giving extension of service to experienced personnel as also of re-employing the retired hands might be considered by the Railway Ministry.

**(g) JOB-ANALYSIS OF RAILWAY STAFF:**

111. In a Government department, job-analysis is usually thought of when some economy has to be effected by reducing a number of posts. Due to this association of job-analysis with retrenchment, the idea is usually disliked by the workers. The Committee would, therefore, like to make it clear, that it is not their intention to suggest any retrenchment of staff by recommending the job-analysis. They, as a matter of fact, envisage considerable additional recruitment for the implementation of the Second Plan. They are, however, extremely anxious to see that there is no wastage of man-power and that every man gives a full day's useful work to the Administration. They, therefore, recommend that a proper machinery of job-analysis should be introduced on each Railway. While discussing the question of training, they have recommended that the training to be given particularly to Class IV staff should not be confined merely to one particular job, but should also include training in one or two allied jobs. This will facilitate useful employment of every employee for a full day's work. This will improve the general tone of efficiency also, because lack of sufficient physical and/or mental occupation has a corroding influence on the efficiency of an individual. The question of setting up a Job-Analysis wing in the Efficiency Bureau in the Railway Board's Office, to direct and control the Job-analysis machinery on the individual Railways may also be examined by the Railway Ministry.

**(h) EFFICIENCY SHIELD FOR RAILWAY ADMINISTRATIONS:**

112. The Committee were glad to learn from the Railway Board that the question of introducing an Efficiency Shield to be awarded annually to an individual Railway Administration was under their consideration. The idea appears to have been dropped because of the difficulty of prescribing objective criteria to adjudge the best performance. While the Committee appreciate the difficulty involved, they do feel that the idea is worth pursuing. A Committee of two or three General Managers might be asked to evolve a suitable scheme laying down the criteria and the weightage to be given. The Committee would like to suggest the following criteria, among others to be given due weightage:

- (i) Improvement in operating performance
- (ii) Net earnings
- (iii) Number of claims dealt with
- (iv) Number of public complaints
- (v) Settlement of staff dues

The Committee further recommend that this idea of healthy competition should be introduced between different divisions of a Railway Zone, and also between different workshops, sick, lines, etc.

## VI. DISCIPLINE

### A. Introduction

113. In any Government department, the term 'discipline' is taken to mean strict adherence to rules and regulations. Surprisingly enough, the dictionary meaning of this term is 'mental and moral training' and in the last analysis, this is what it really means. Sense of discipline cannot be imposed on a person merely by the severity of law or by the amount of punishment imposed. It has to be inculcated by understanding and appreciating the human values. The process is long, beginning with the training of child at home and continuing through life. At all stages attempts have to be made to mould the character of a person so as to make him responsive to the sense of discipline. The stress should be more on creating a frame of mind that will voluntarily follow the recognised rules of conduct than on enforcing such rules by creating a fear-complex.

### B. Deterioration in the discipline of Railway staff and causes therefor:

114. It is true that there has been a lowering in the standard of discipline amongst Railway staff in recent years, but this tendency is not peculiar to Railways alone. It is one facet of the general deterioration of discipline in other walks of life, for instance, in educational institutions and other government and private services. Its causes must, therefore, be looked for elsewhere than entirely in the sphere of the Railways. Confining themselves to the slackening of discipline in the government departments, the Committee feel that there are two main causes for this state of affairs, viz. (i) conditions created during the War and (ii) change in the conception of the idea of discipline due to the transition from Law and Order State to the Welfare State.

115. During the War years, all the energies of the Government departments were concentrated towards defence needs for producing desired results at any cost even by setting aside the normal rules and regulations. In the rush of feverish activities of the War period normal controls and rules of procedure were often brushed aside and many acts of omission and commission of some Government servants remained undetected or were overlooked. This created an atmosphere conducive to general slackness in the discipline. Then came the great upsurge following independence and

the old narrow concepts of discipline were changed, though many departmental rules and regulations were not modified. Regarding the first cause, it was purely a temporary phase and conditions have been gradually returning to normal, though progress is very slow. In the case of second cause, suitable modifications in the rules and regulations wherever necessary and a somewhat liberal conception of the term discipline is no doubt necessary.

### **C. Measures to improve discipline amongst Railway staff:**

#### **(a) RE-ORIENTATION OF THE IDEA OF DISCIPLINE:**

116. One of the reasons offered by the Ministry of Railways for the lowering in the standard of discipline amongst the Railway Staff in recent years was the impracticability of enforcing discipline in accordance with the ideas and rules that were in force in a Law and Order State.

117. This is a frank admission and it indicates the necessity of revising such ideas and rules as stand in the way of enforcing discipline. The old concept of discipline, as something superimposed from an outside agency under fear of punishment, will have to be modified. It will have to be replaced by a new idea of discipline, which should mean a proper mental and moral training making the adherence to recognised rules of conduct volutary and spontaneous. It is also necessary to review the existing rules and regulations in force carefully with a view to bring them in harmony with the idea of a Welfare State.

#### **(b) PROVISION OF A FORUM FOR VENTILATING GRIEVANCES:**

118. Shri S. R. Vasavada, President of the National Federation of Indian Railwaymen, in the course of his evidence stated that in a large number of cases, where the workers indulged in acts of indiscipline, the reason was traceable to the existence of some discontent. He, therefore, suggested that delay in rendering justice in implementing the recommendations or intentions of the Government should be avoided to secure contentment among workers.

119. The representative of the Railway Ministry in the course of his evidence stated that it was necessary in the interest of discipline that Railway employees should not be given the feeling that, if they wanted anything to be done to their personal advantage, they could bring pressure to bear somehow upon the Officers and thereby get what they wanted. In his opinion, it was inherent in human nature that everybody thought that whatever he wanted was right and if he was deprived of that, he would naturally go to somebody, who might possibly agree with him.

120. The Committee feel that there are two aspects of the problem, viz. (i) employees feel that through normal channel there is never any possibility of getting justice and (ii) employees bring to bear outside influence on matters, which should be left, to be settled through normal channels. Both these aspects have got to be dispassionately studied and a solution found out to ensure that the sense of security and justice prevails among the services avoiding the necessity for them to go outside to secure any justice. Further, justice should not merely be done, but should appear to be done.

121. The Committee, therefore, recommend that—(a) there should be no delay in the disposal of representations, a time limit should be laid down during which such representations should be disposed of at all levels;

(b) whatever is due to a man should be given as early as possible;

(c) the Railway Minister, Members of the Railway Board, General Managers and Heads of Departments should set apart some time to give a hearing to persons, who might like to represent their cases and draw attention to matters, which might not otherwise reach them.

(c) EDUCATION OF STAFF IN THE MATTER OF DISCIPLINE:

122. The Committee feel that it is necessary for the improvement of discipline amongst Railway staff that a proper scheme should be chalked out in the matter of discipline through lectures and by publishing literature on the subject in regional languages. The Committee are glad to learn from the representative of the Railway Ministry that the Railway Board would be introducing (a) Railway Servants' Conduct Rules as a subject of training in all the Railway training institutions and (b) courses of instruction relating to the Ministry of Railways' Establishment Rules and Procedure in the curriculum of Staff College, Baroda for the guidance of probationary officers.

123. The Railway Services Conduct Rules should be published in regional languages also, so that all the staff may acquaint themselves with the rules of discipline applicable to them.

(d) SIMPLIFICATION OF DISCIPLINARY PROCEDURE:

124. The Railway Corruption Enquiry Committee in para 229 of their Report recommended that the existing procedure of enquiry should be simplified, so that in cases of removal or dismissal of guilty employee, enquiry may be completed expeditiously.

125. The representative of the Railway Ministry in the course of his evidence stated that they had not been able to examine this particular aspect so far and assured that they would do so and take

necessary steps. The Committee suggest that this should be expedited. The representative of the Railway Ministry, however, stated that there were two difficulties in attempting any simplification, viz. (i) Payment of Wages Act protected all industrial workers including railwaymen drawing pay upto Rs. 200 per month against any punishment other than censure or removal from service. No other arrangement in between has been provided for, and (ii) Article 311 of the Constitution provided that an opportunity to show cause should be given to a Government servant after the charge sheet had been served on him, his explanation obtained, enquiry held and some tentative decision taken. The representative of the Railway Ministry further added that within the framework of these provisions it had not been possible to devise a way out to expedite departmental action. The Committee recommend that the Railway Ministry should take early steps in consultation with the Labour Ministry to amend the Payment of Wages Act suitably to get over this difficulty. Regarding Article 311 of the Constitution, if proper time limits are set down, there should normally be no difficulty in following the procedure.

126. While on the subject, the Committee would like to point out that there are cases, where departmental enquiries and consequent action against the defaulting Railway employees are abnormally delayed. Their attention has been drawn to para 10 of the Audit Report on Railways, 1955 from where it is noticed that in the case of a serious irregularity in stores purchase the departmental investigation was started in January 1952, and the case has still not been finalised.

127. Such abnormal delays are unfair both to the employees as well as the administration and have the following serious disadvantages:—

- (i) The staff involved in the case remain under suspension for years together. This means that they do not render any useful service to the society for the period in question.
- (ii) There is a possibility of the case being weakened due to the records being lost or witnesses not being available.
- (iii) In case due to any reasons, the staff involved are exonerated from the charges at the end of the enquiry, the administration has to pay full salary for the entire period of suspension. This is a great loss to the administration, as the employees have not rendered any service to the administration during the period in question.

- (iv) In accordance with the age-old dictum "justice delayed is justice denied", the employees lose faith in the Government machinery in meting out justice and often become cynical.
- (v) Prompt disciplinary action as soon as a serious irregularity is detected has a good deterrent effect on the would-be offenders. This effect is completely lost, when the departmental enquiry is delayed abnormally.

128. In view of what has been stated above, the Committee strongly recommend that the disciplinary procedure on the Railways should be so simplified as to ensure that the disciplinary action is taken promptly against the culprit. Definite time-limit should be laid down for the various steps to be followed in regard to the procedure of departmental enquiries and the same should be rigidly adhered to. All the necessary amendments to the existing rules and regulations may be carried out and if any amendment to the existing Articles of the Constitution is considered necessary for this purpose, the appropriate authorities may be approached to initiate the necessary action.

(e) BETTER RELATIONS BETWEEN OFFICERS AND STAFF:

129. As a matter of interest, the Committee quote below an extract from the evidence given by Shri K. C. Bakhle, ex-Chief Commissioner of Railways, on the subject of discipline amongst Railways staff.

".....anything that can be done to create *esprit-de-corps*, to raise the morale and bring the executive and the staff into closer contact will help. Of course, trade unions have come to stay. To some extent, I have a feeling that social legislation has gone faster than social education and there is not perhaps any ideal before the average man in the services for which he would be prepared to work without consideration of remuneration. I look back to the days in 1947-48 when on the Railways we were playing a very sticky wicket. We had very old rolling stock, worn out; we had the problem of transferring refugees, of transferring the armies between India and Pakistan. We had lost a large percentage of our staff, who had opted for Pakistan. All over the place goods were waiting and could not be transported. Yet in those days, there was an ideal for which men worked and they worked 20, 23 or 24 hours a day without asking for overtime and the railwaymen, in those days did a colossal amount of work. Men, who had never worked as firemen, came forward and they

undertook to do the work of firemen; the firemen became drivers and undertook those responsibilities and did not bother that they were senior or junior. We got men from South India, who came to the North on temporary transfers and worked in places, which they did not know; they came and worked in the winter in the Punjab. There was some spirit there at that time. Somehow or other the enthusiasm and that fire were allowed to be dissipated and perhaps a slight degree of frustration has crept in and is evident in the services. That must be guarded against. What the answer is, is in the hands of the Government of the day and the executive in charge.....

.....Discipline, speaking generally, cannot really be imposed by rules and regulations. It has to be imposed by the person upon himself, because he is driven to do a thing by his own desire or to refrain from doing something also by his own desire."

130. The Committee feel that there is an ideal before the railwaymen, much more in content and value than what was before them in 1947-48—India has made progress and grown in strength and it is for the Railway workers to strengthen it further and make a heaven to live in. The ideal is thus there and perhaps the drawback is that it is not properly publicized and brought home to workers in various ways. The Committee consider that if the situation is as described by Mr. Bakhle, the Railway Ministry should take all steps to restore the lost confidence.

131. The Committee also feel that on the Railways, which employ the largest labour force under one management, there is a great necessity for cordial relations between the executive and the staff and that this can be done only by properly appreciating the human values by mutual understanding and closer contacts. The Committee, therefore, suggest that the Railway Officers on tour should contact all the staff desirous of meeting them, study their problems and grievances in a sympathetic manner and guide them as to what is reasonable and what is unreasonable in their demands. The Committee also suggest that there should be greater amount of contact amongst Railway Officers and their staff. By close and informal contacts with the staff working under them, the Railway Officers should inspire them with a new spirit of enthusiasm for the task allotted to them and create an *esprit-de-corps*.

132. The Committee are of the opinion that the Railway employees' unions should assist the administration in improving discipline among staff by (a) constant propaganda and (b) by bringing well-authenticated grievances after they have been fully and carefully checked by them, to the notice of the administrations for early action. The Committee also suggest that a Rule should be laid down that office-bearers of the Railway Employees' Unions should invariably be Railway employees themselves.

## VII. STAFF WELFARE

### A. Introduction

133. Railways being a nationalised undertaking have to ensure that the directive principles of State policy laid down in the Constitution of India are applied to the Railway staff under their care. As rightly pointed by the Railway Corruption Enquiry Committee, in a Welfare State, an employee should not be treated as merely a cog in the administrative machine, but as a person, who should be given full scope for his development and for the performance of his duty towards his family and society. The Committee attach considerable importance to the question of Staff Welfare. The Rege Committee had observed that welfare included anything done for intellectual, physical, moral and economic betterment of the worker whether by employer or the Government or any other agency over and above what was laid down by law or what was normally expected as part of contractual benefit for which the workers had bargained. Thus the aims of welfare may be summarised into three (i) humanitarian: to enable the worker to enjoy a richer and fuller life; (ii) economic: to improve efficiency, create contentment and better relations between the employer and the employees; and (iii) civic: to create a sense of responsibility and make the worker a useful citizen by recreational, technical and educational facilities.

### B. Staff Welfare Activities on Indian Railways:

134. The Committee propose to review these activities under the following heads and offer their suggestions:

- (a) Provision of Staff Quarters.
- (b) Provision of Medical facilities.
- (c) Provision of Educational facilities.
- (d) Provision of Recreational Centres and Sports activities.
- (e) Provision of Co-operative Institutions.
- (f) Provision of Holiday Homes, Rest Houses, etc.
- (g) Scout and Girl Guide Movements for the children of Railway employees.
- (h) Other facilities.

**(a) PROVISION OF STAFF QUARTERS:**

135. The following provision has been made by the Railway Ministry for staff quarters in the tentative Second Five Year Plan:

Railways	Rs. in crores
Central	4.0
Eastern	5.0
Northern	4.3
North Eastern	4.2
Southern	4.0
South-Eastern	4.0
Western	4.5
<b>Total</b>	<b>30.0</b>

This will mean the construction of about 60,000 quarters. Further, during the Second Plan period, it would be necessary to establish or expand certain workshops to considerable size and in connection therewith railway colonies with electric lights, water supply, modern sanitary conveniences, institutes, dispensaries, etc. would be provided. A provision of Rs. 5 crores has been earmarked for the townships and the colonies for these new or expanded workshops. The number of quarters to be built during the Second Five Year Plan will, however, be very much fewer than the requirements. The Committee appreciate that due to limited funds at the disposal of the Railways, it may not be possible at this stage to allot any additional money on this account. They, however, suggest that the question of the allotment of Funds for staff Quarters be reviewed every year, and more funds allotted as and when possible.

**(b) PROVISION OF MEDICAL FACILITIES:**

136. Dr. Somasekhar, Chief Medical Officer of the Southern Railway was placed on special duty by the Railway Ministry to study in detail the expansion of medical facilities on Railways and submit his recommendations to the Railway Board. The Report aims at reorganisation of existing Medical Organisation on Railways and liberalisation of medical facilities at present available to railway employees and their families.

137. Appendix I gives the present set up of medical facilities available on different Railways.

138. Dr. Somasekhar noticed that the development of the various medical services available for the employees has progressed in a

manner which is not uniform on the various Railways, some providing for the treatment of employees mainly, while others have provided for the treatment of families as well. In addition to these, different Railways have different levels in the matter of facilities provided for maternity and child welfare work, but on the whole the majority of this expenditure is borne by the Staff Benefit Fund.

139. He has further observed that the amount and standard of curative work done with the financial limitations, is as good as in a hospital of similar standing anywhere in the country; but at dispensary levels the work is not of such a high standard as could be obtained, if more facilities were provided to the Assistant Surgeons.

140. In regard to the dispensaries in charge of Assistant Surgeon—Grade II, he has stated that the jurisdiction being large and the outstation calls many and time wasted in travel enormous, the result is that the curative facility can be stated to be almost nothing better than first aid in fairly severe illnesses and injuries.

141. He has also made the following observations:

“The facilities for the treatment of women and children have got to be expanded. Then only we should be providing necessary facilities conforming to our commitments made in the extant rules and orders.”

142. He has also recommended that the treatment for families must be provided both at district and sub-district levels on a scale much bigger than at present on some railways and *de novo* in others.

143. The Committee suggest that the recommendations made by Dr. Somasekhar should be implemented expeditiously with a view to eliminate the deficiencies noticed by him.

144. With a view to checking the spread of Tuberculosis and affording relief to the railway staff suffering from T. B., the Railway Board propose to provide annexes and reserve special wards for Railway patients in certain selected existing T. B. Sanatoria in the country, so as to make available about 283 beds in various Sanatoria for Railways for treatment of T. B. patients. So far about 220 beds have been taken up.

145. The Railway Board has also decided that Dais should be attached to all hospitals and important dispensaries, and has taken over the management of maternity centres, which were previously under the control of Railway Administrations.

146. The Committee recommend that the system of honorary physicians and surgeons be introduced in certain selected Railway Hospitals as an experimental measure, so that the services of medical experts may be made available to Railway employees in addition to the services of Railway Doctors. The Committee further recommend that there should be Boards of visitors for Railway Hospitals in which the representatives of staff should invariably be included. The Committee also recommend that the question of introducing Contributory Health Scheme in the Railways, as in the case of some Industrial concerns and Central Government servants be examined by the Railway Ministry.

(c) PROVISION OF EDUCATIONAL FACILITIES:

147. Railways are maintaining 154 schools at places where there are no schools or where other schools are not of the requisite standard or are situated far away from the big railway colonies or otherwise inaccessible. Railway Administrations are also giving assistance in the shape of grant-in-aid to several institutions. In addition, the Railway Administrations also give assistance to Class III employees, including skilled artisans, for the education of their children, if they have to send them to schools at places other than their own headquarters. This assistance comprises of part payment of school fees and part payment of their boarding charges. During 1954-55, the Railway Administrations spent about Rs. 3 lakhs on such assistance.

148. The Railway Ministry have also decided to establish at various suitable centres subsidised hostels where children of railway employees (including Class IV staff) working at wayside stations, could reside and get their education. Under this scheme part of the total cost on a child will be recovered from the parents and the balance would be borne by the State. This is being done in consultation with the recognised Unions.

149. In July, 1955, the National Federation of Indian Railwaymen and the Railway Board discussed the matter of primary education. The National Federation of Indian Railwaymen represented that hardship was caused, as children of tender age had either to go without education or had to attend the schools at a considerable distance from their houses. It was agreed that Railway Administrations should undertake a survey of all large railway colonies to ascertain, where suitable facilities did not exist and to impress upon the State Governments the desirability of opening primary

schools at such places. Where the State Governments were not prepared to do so, the Railway Administrations would consider the feasibility of opening schools with grant-in-aid from State Governments. For this purpose, certain educationists were being appointed by the Railway Ministry to submit a detailed report in consultation with the recognised unions. The Committee recommend that this work should be expedited and the Railway Ministry should make a comprehensive assessment of the requirements of educational facilities for the children of Railway employees, the existing facilities and frame concrete proposals to fill up the gap between the two. The Committee would like to be apprised of these proposals in due course.

150. Though the provision of educational facilities is the constitutional responsibility of the State Governments, the Committee are of the opinion that the Railway Ministry should continue to take interest in the matter of educational facilities for the children of Railway employees and see that the same are made available through private agencies, through the State Governments or by opening the schools themselves. The Committee also suggest that the children of outsiders may be admitted in the Railway schools to the extent of vacancies available, after admitting the children of Railway employees.

151. The Committee also endorse the recommendation of the Railway Corruption Enquiry Committee that the scheme for the provision of subsidised hostels at educational centres for accommodating the school-going children of Railway employees working at smaller stations should be finalised without delay, that, to begin with, at least one subsidised hostel should be provided on each zone, and that the scheme should be progressively expanded. The Committee would like to go a step further and suggest that a subsidised hostel should be provided on each division of the Railways.

#### (d) PROVISION OF RECREATIONAL CENTRES AND SPORTS ACTIVITIES:

152. There are about 488 Institutes and Clubs on Indian Railways for the use of staff. A Railway Institute is looked upon as a Club provided by the Railway free of rent for the benefit of its employees. As a general principle, the Railways provide everything, which a landlord ordinarily would and the Institutes pay for all that a tenant would usually provide. Accordingly, the Railway Administrations bear the initial cost of building including the cost of electrical installations, with necessary furniture, tennis courts and

other play-grounds, swimming pools etc. and also the cost of their maintenance. The funds of the Institute bear the cost of maintenance other than engineering repairs, such as cost of watering, grass cutting, electric current consumed and the day-to-day expenses of management and running of Institutes. The Institutes also get monetary assistance from the Staff Benefit Fund. The quantum of assistance from the Staff Benefit Fund is entirely within the discretion of the Benefit Fund Committees. These Institutes are managed by Committees consisting of railway employees. Membership is optional and membership fee is nominal. All railway employees including Officers are entitled to join.

153. In addition to the facilities provided for games and athletics in Institutes for railway employees, each railway district, division and workshop holds local tournaments every year to select athletes and teams for the annual tournaments of the Railways. The Indian Railways Athletic Association, which was formed in 1929, also holds every year inter-railway tournaments and athletic contests. Railway employees also take part in various national and international games and athletics. They are given special casual leave upto 30 days in a calendar year for participation in tournaments etc. and also to cover their athletic activities. General Managers of Indian Railways have recently been authorised personally to grant a further 30 days special casual leave in a calendar year to railway employees taking part in various important national and international tournaments. They are also given free passes for the purpose.

154. The Committee appreciate the efforts made by the Railway Ministry to provide recreational facilities and to encourage sports activities amongst the Railway employees and are glad to learn that the Railways propose to open 100 more institutes for the benefit of Railway employees during the Second Five Year Plan.

(e) PROVISION OF CO-OPERATIVE INSTITUTIONS:

155. There are following types of co-operative institutions managed by the Railway staff:

(1) No. of Co-operative Credit Societies and Banks.	31
(2) No. of Railwaymen's Consumer Co-operative Stores (excluding those registered as joint stock companies and their branches).	79
(3) No. of Co-operative Insurance/Provident Fund Societies.	11
(4) Railway employees' Co-operative Housing Societies.	5

156. Following is a summary of estimated expenditure for the development of co-operative institutions on Indian Railways during the Second Five Year Plan:

I. Building :	Rs.
(a) For primary consumer co-operative societies.	10,00,000
(b) For wholesale co-operative societies . . . . .	7,40,000
(c) For co-operative unions. . . . .	2,00,000
	19,40,000
II. Recoverable loans to wholesale co-operative societies	10,00,000
III. Investment by Government in the share capital of the wholesale co-operative societies.	2,00,000
IV. Cost of staff :	
(a) Wholesale society . . . . .	1,41,025
(b) Unions . . . . .	58,450
	1,99,475
GRAND TOTAL . . . . .	33,39,475

No provision has been made for the grant of loans to Co-operative Housing Societies of Railwaymen, because final rules regarding grant of loans and advances to Government servants for house building have not yet been received from the Ministry of Finance. As the provision of new quarters for Railway staff during the Second Five Year Plan will be totally inadequate due to limited funds, the Committee recommend that the question of the grant of loans to Co-operative Housing Societies should be finalised without delay.

(f) PROVISION OF HOLIDAY HOMES, REST HOUSES ETC:

157. The Railway Minister in his speech, while introducing the Railway Budget for 1955-56 in the Lok Sabha, had made the following observations:

“Amongst the staff amenities, we have under consideration the opening of the rest homes for the staff at suitable hill stations or seaside resorts or other pleasant surroundings where they can spend their holidays in-expensively and in reasonable comfort.”

So far rest homes have been set up at Kurseong on the North-Eastern Railway, at Mussoorie and Barog on the Northern Railway and at Ranchi on the South-Eastern Railway. Proposals for setting up rest homes on the remaining railways are under consideration. The Committee recommend that these proposals should be finalised soon and that proper publicity should be given about these facilities through Railway gazettes and Magazines and staff encouraged to take full advantage of the same.

(g) SCOUTS AND GIRL GUIDE MOVEMENTS FOR THE CHILDREN OF RAILWAY EMPLOYEES:

158. Scouting and guiding are functioning on all Railways. The organisations are affiliated at present to the local State Organisa-

tions of the Bharat Scouts and Guides and are not under the administrative control of the Railways. It has recently been decided to re-organise scouting on Railways under the Bharat Scouts and Guides. The National Headquarters of the Bharat Scouts and Guides, New Delhi, have agreed to the Indian Railways forming separate State Associations, as a branch of Bharat Scouts and Guides on each of the Railway zones on conditions similar to those applicable to other State Associations. The Board have nominated a senior Railway Officer as an Honorary Organising Commissioner (Indian Railways), Bharat Scouts and Guides to start re-organising Scouts activities on Railways. The re-organisation has been completed on the Northern Railway and is under way on other Railways. The Committee are glad to observe that these activities are being encouraged by the Railway Ministry.

(h) OTHER FACILITIES:

(i) *Canteens*

159. According to data collected in February, 1955, the number of canteens on Railways which serve light refreshments and in some cases cooked meals to workers increased from 101 to 107 since 1952-53. The average number of employees served by these canteens also increased from 1,09,000 to 1,11,000 per day.

(ii) *Staff Benefit Fund*

160. The Staff Benefit Fund has been in existence on the Indian Government Railways since 1930, and is financed mainly from the railway revenues to the extent of one rupee per head of the railway staff per annum. The fund is managed by representatives of the Administration and staff, the moneys from the fund being spent for recreation, amusement and sickness or maternity or child welfare, relief of distress amongst the members or ex-members of the staff or their families not provided by the regulations in force on the Railway. The Committee are glad to note that the Railway Ministry have recently decided that the contribution from the Railway revenues to the Staff Benefit Fund should be increased from Re. 1 to Rs. 2 per head of the number of non-gazetted staff other than those whose pay is charged to 'Capital' every year and that this increased rate of contribution will take effect from 1st April, 1955 and will be effective upto March, 1958. It has also been decided that the expenditure on the maintenance of maternity centres on the Railways, should in future be borne from railway revenues instead of by contributions from the Staff Benefit Fund as hitherto.

161. The Committee recommend that the allocation of expenditure from the Staff Benefit Fund should be left entirely in the hands of the representatives of the railway staff, of course, under the

guidance of the General Manager, or the Senior Deputy General Manager.

(iii) *Supply of milk and mid-day meals and provision of scholarships to the children of railway employees*

162. Milk is not supplied to school children in any of the railway schools except the one at Bareilly, where children below the age of 14 in classes I, II, and III are supplied with free skimmed milk by the State District School Health Officer. Mid-day meals are also not supplied in any railway schools at the cost of railway revenues. But arrangements exist in the school at Chittaranjan and in the Railway Schools at Bareilly, Tundla and Asansol for light meals to be supplied at cost price. The Committee suggest that the Railways might give a lead in making arrangement to supply milk and light meals at cost price to children in all the schools managed by the Railways. The Committee would like this to be introduced gradually in all the schools.

163. Scholarships are not given directly from Railway revenues. The incurring of any such expenditure would be against existing financial rules. However, the Staff Benefit Fund that exists on each Railway and which is managed by an autonomous committee is utilised to award scholarships to deserving students. The Committee are glad to note from the recent budget speech of the Railway Minister that a proposal is under consideration for awarding about 1,000 scholarships varying from 15 to 50 rupees per month in deserving cases to children of railway employees drawing pay upto a specified limit to assist them in the prosecution of technical education.

(iv) *Labour Advisory Committees*

164. These Advisory Committees have been set up on Railways with a view to advising the General Managers of Indian Railways as to how the allotments for labour welfare work should be spent. They are also associated with the management of the Staff Benefit Fund in an advisory capacity but with no voting powers. Shri S. R. Vasavada, President of the National Federation of Indian Railwaymen, in the course of his evidence before the Committee stated that the notion of welfare should not be imposed on the staff. In his opinion the best way would be to have committees of the staff and lay down policies after consulting them. Thereafter money should be handed over to them to execute the thing.

165. The representative of the Railway Ministry in course of his evidence informed the Committee that there was a Staff Welfare Committee on each Railway and any programme of Staff Welfare was finalised only in consultation with it and the renewal of programmes was also undertaken in consultation with it, but the actual

execution of the programme had to be left to the technical staff. The **Staff Advisory Committee** consisted of representatives of Staff councils, unions etc. with the Senior Deputy General Manager as the President.

166. The Committee suggest that the Railway Ministry should discuss this subject with the representatives of the National Federation of Indian Railwaymen and arrive at a mutual agreement regarding the composition and functioning of these Committees.

(v) *Working condition of persons not employed by Railways, but doing work connected with the Railways*

167. The Committee recommend that the condition of service of those who are employed not directly by the Railways, but by other connected with the Railways for works, connected with the Railways (e.g. the staff working in dining cars managed by contractors) should be examined with a view to giving them proper relief and rest.

## VIII. MISCELLANEOUS

### A. Promotion of literacy among Railway Staff

168. The representative of the Railway Ministry informed the Committee that as far back as 1949, a decision was taken that recruitment on the Railways should be restricted to persons, who were literate in one of the Indian languages. The decision could not be effectively implemented, as there was quite a lot of protest against it. Again in 1955, a more positive decision was taken that with the exception of categories like sweepers, literacy should be insisted on for recruitment to all other Class IV services. The results of this decision are awaited.

For the illiterate staff already in service an adult literacy campaign was started on all the Railways for which a sum of Rs. 6 lakhs was spent.

169. Two statements, one showing the number of adult schools on Railways and the other showing the percentage of illiterate to literate staff on Railways, are enclosed as Appendices II and III respectively. The figures in Appendix II show that there is no progress in this direction; rather, reverse is the case. The number of Adult Schools on the Northern Railway was 48 in 1953-54, and the figure dropped to only 7 in 1954-55. Similarly on the North-Eastern Railway the figure dropped from 63 to NIL and on the Western Railway from 12 to 11. In the Southern Railway, the number of Adult Schools dropped from 50 in 1952-53 to 7 in 1953-54 and 1954-55. There is also a substantial drop in the number of employees receiving instruction in these Adult Schools. Due to lack of any attention in this respect, the percentage of illiterates has not shown any improvement during the five years 1951 to 1955 as will be seen from the figures in Appendix III.

170. The Committee, therefore, recommend that a vigorous drive should be started by the Railway Ministry to reduce the percentage of illiteracy amongst Railway Staff, and action taken on the following lines:—

(a) So far as the question of literacy being made compulsory for all recruits is concerned, some check should be provided to ensure that the policy is implemented;

(b) Some lump-sum literacy bonus should be paid to the illiterate staff, who acquire literacy within a scheduled period and

those who acquire literacy should be provided with simple, attractive and interesting literature, so that they may not lapse into illiteracy again; and such literature should also be provided in the libraries of the Railway institutes for the benefit of neo-literates. The Committee of educationists, suggested elsewhere, may also examine this point and offer suggestions;

(c) For the running of adult schools, Railways should employ teachers trained for adult education; and

(d) The persons in charge of welfare activities should be men, who are able to bring more staff into the schools for training by persuasion. While on the subject, the Committee also suggest that the adult classes run by the Railways should be thrown open to adult members of the families of Railway staff.

### **B. Popularisation of Hindi**

171. With a view to ensuring that the Railway staff possesses a fair knowledge of Hindi, the Railway Ministry have made it obligatory for all trainees to pass a simple test in Hindi before completion of their training. For this purpose Hindi instructors are being provided in Railway Training Schools located in non-Hindi speaking areas to assist the trainees.

172. The representative of the Railway Ministry informed the Committee that Railways were also holding classes on a voluntary basis for imparting knowledge of Hindi to Railway employees, and quite a number of such classes were set up and it was hoped that more would be set up in future.

173. The Committee appreciate the efforts of the Railway Ministry in this direction and are glad to learn from the recent budget speech of the Railway Minister that steps have been initiated to translate the various railway codes, manuals, forms etc. into Hindi.

### **C. Retirement benefits to Railway Staff**

174. The retirement benefits to railway servants are (1) payment of provident fund bonus, (2) special contribution to S.R.P.F. (Gratuity) and (3) railway passes.

As regards (1), railway servants subscribe one month's pay in a year as provident fund and Government adds an equivalent amount to it together with interest thereon. Both the provident fund and the Government bonus thereon together with interest are paid to the staff at the time of their retirement from service.

As regards (2), this is granted at the time of retirement at the rate of half a month's pay for every year of service provided the service rendered is continuous and is considered faithful and efficient, subject to a minimum qualifying service.

As regards (3), one set of passes is granted after retirement to the staff, who retire with service of 25 to 30 years and two sets of passes for service beyond that.

175. During the tours of the Sub-Committees of the Estimates Committee, they received numerous complaints about the abnormal delays in the settlement of dues of the retired railway employees. The Committee were, therefore, glad to learn that in September, 1955 a drive was initiated by the Railway Board for the expeditious settlement of dues of retired employees and liquidating old cases. The preliminary results of the arrears of cases for each Railway are given below:—

Railways	Cases of arrears upto October, '55 on account of termination of service that have been effected upto - June, 1955.	No. of cases out of those in arrears by 31-1-'56.	No. of cases of arrears more than 4 months on 31-1-'56.
Central . . . . .	2,760	1,194	1,196
Eastern . . . . .	2,663	1,382	1,845
Nothern . . . . .	1,487	1,030	785
North Eastern . . . . .	1,263	382	1,200
Southern . . . . .	2,383	963	1,743
South Eastern . . . . .	2,973	1,188	1,401
Western . . . . .	2,039	1,213	1,236
Chittaranjan Locomotive Works . . . . .	149*	14	148
<b>TOTAL . . . . .</b>	<b>15,737</b>	<b>7,366</b>	<b>9,554</b>

\*Whereabouts of 130 not known. They were temporary construction staff.

These figures indicate that, as a result of the drive, the number of cases of arrears has been reduced by 8,371 cases.

176. The number of cases of arrears more than 3 years old on 1st January, 1956 was as under:—

Central Railway . . . . .	507
Eastern Railway . . . . .	348
Northern Railway . . . . .	170
North Eastern Railway . . . . .	222
Southern Railway . . . . .	204
South Eastern Railway . . . . .	568
Western Railway . . . . .	198
Chittaranjan Locomotive Works . . . . .	76
<b>TOTAL . . . . .</b>	<b>2,293</b>

Such heavy delays in the settlement of dues of a Railway employee, who has retired after rendering a long service to the administration are unfair and the Committee hope that the drive will be further

intensified with a view to ensure that all the old cases are liquidated. Proper machinery should be set up on all the Railways to ensure that such abnormal delays in payments do not occur in future. A reasonable and practicable limit for the settlement of the dues should be fixed and rigidly adhered to.

177. The Railway Board should receive returns every three months and ensure that cases are disposed of by the Railways with the minimum delay. They should fix time limits and where these are exceeded, explanations called and simple disciplinary action taken against those responsible for such delays.

178. Preliminary analysis of the causes for such delays made by the Railway Board has brought out two interesting features, viz. (i) The fact that the Provident Fund Accounts of the Workshop staff at Ajmer are maintained by the Financial Adviser and Chief Accounts Officer at Bombay is responsible for delay in payment of dues to retired employees; and (ii) intimation about the invalidation of the employees out of service by Medical Officers is not sent to the Executive Officers concerned in time resulting in delay in submission of settlement papers. The Committee understand that necessary steps are being taken by the Administrations concerned to rectify these defects. The Committee have no doubt that a detailed examination of the causes for delays in the Railway Board's Office will reveal many such unsatisfactory features, which should be promptly brought to the notice of all the Railway Administrations concerned and remedial action taken.

179. The Committee further recommend that in future the figures of number of cases pending settlement on the 31st March, more than three years' old, more than two years' old and more than one year old together with reasons for the delays and action taken to remedy defects should be shown for each Railway Administration separately in the Annual Reports of the Railway Board.

#### **D. Personnel Departments on the Railways:**

180. At the headquarters of each Railway, there is a Deputy General Manager, Personnel, assisted by senior scale and junior scale officers. He is responsible to the General Manager for the personnel work on the Railway. He is the head of the Personnel Branch of the General Manager's Office or of the Headquarters Office on those Railways, where the General Manager and Heads of Departments do not have separate offices, but work in a combined office. He has the status of a junior administrative Officer. He mainly deals with representations and appeals and with policy matters relating to staff.

181. On Railways, which are organised on the Divisional system, there is a Divisional Personnel Officer assisted by two or more assistant Personnel Officers, doing the personnel work on each Division. The Divisional Personnel Officer is the guardian of the welfare and interests of the staff, his duty being to advise the departmental officers in regard to establishment matters of the men under their control. It is the duty of the Divisional Personnel Officer to advise the departmental officer of the Division in regard to rules and regulations and deal with routine matters like sanctioning leave, passes, increments, etc.

182. In Railway workshops, the personnel work is usually dealt with by the Technical Officers assisted by one or more personnel and/or Assistant Personnel Officers.

183. On Railways organised on the regional or district system, the departmental officer is himself responsible for the establishment work in respect of the staff under his control. Matters which lie in appeal at a level higher than his own are dealt with by his superior departmental officer. Matters in regard to policy are dealt with by the Deputy General Manager, Personnel, on behalf of the General Manager.

184. The Committee recommend that Officers and supervisory staff in charge of personnel work should be given training in social welfare, industrial psychology and allied subjects.

#### **E. Participation of workers in the Management:**

185. The representative of the Railway Ministry informed the Committee that so far as the question of association of labour with the management was concerned, the question was being examined by the Planning Commission. The Committee are glad to learn from the recent budget speech of the Railway Minister that a scheme will be drawn up to associate workers in the management and the running of the Railway workshops and that a proposal is being considered for sending a team including representatives of workers to other countries, where such participation of workers in management has been tried. The Committee recommend that these proposals should be pursued vigorously.

#### **F. Negotiating machinery with the Railway unions:**

186. After discussions between the Railway Board and the representatives of labour, viz., (the former All India Railwaymen's Federation and the former Indian National Railway Workers' Federation), it was decided that a permanent negotiating machinery, as described below, should be set up with effect from the 1st January, 1952, for maintaining contacts with labour and resolving

disputes and differences which may arise between them and the Administration, (except disciplinary matters and subjects like promotions, transfer, etc. of individual members of the staff, which do not involve any general principle) and instructions were accordingly issued by the Railway Board to Railway Administrations on the 24th December, 1951.

187. The machinery is envisaged in three tiers: (i) at the railway level, the recognised Unions have access to district/divisional officers and subsequently to officers at the headquarters including the General Manager, (ii) at the next tier, matters not settled at Railway level are taken up by the National Federation of Indian Railwaymen with the Railway Board and (iii) at the third tier, cases of sufficient importance in which agreement is not reached between the Federation and the Railway Board are referred to an *ad hoc* Railway Tribunal composed of representatives of the Railway Administration and of labour presided over by a neutral Chairman.

188. In accordance with these orders issued by the Railway Board periodical meetings are required to be held between district or divisional officers and branches of recognised unions, at least once in two months, and oftener if necessary, and at the Railway headquarters level between the General Manager or the Deputy General Manager, in charge of staff and recognised unions at least once in three months or oftener, if necessary. At the second tier, quarterly meetings are to be held between the Railway Board and the National Federation of Indian Railwaymen. The machinery, as described above, has been functioning on all the Indian Government Railways with effect from the 1st January, 1952.

189. During the year 1953-54, 999 meetings were held at district/divisional/workshops level and 44 meetings were held at the headquarters level on the Indian Railways. Only one quarterly meeting was held between the Board and the National Federation of Indian Railwaymen in November, 1953, but during 1954-55, no quarterly meeting as such was held between the Board and the Federation, the reason offered being that the Federation did not submit any agenda or intimate, when it could meet the Board. The Committee recommend that these meetings at various levels including those between the Board and the Federation should be held more regularly in future.

#### **G. Confirmation of staff working against temporary posts:**

190. The Committee have noticed that confirmation of staff officiating against temporary posts is often considerably delayed. They were informed by the representative of the Railway Ministry

that the permanent cadres of staff were being reviewed and once these were suitably revised, the confirmations would be expedited. The Committee recommend that all cases of officers and staff officiating in the higher posts for more than five years should be reviewed periodically, and orders of confirmation issued expeditiously, as far as feasible.

#### **H. Fixation of pay in the C.P.C. scale:**

191. The Committee understand that in certain cases, salaries have not been adjusted according to the recommendations of the Central Pay Commission. The Committee recommend that such cases should be looked into and remedial action taken to remove the grievances of the employees concerned.

#### **I. Representations of various areas in the Railway Boards Office:**

192. Strong feeling was expressed from many quarters regarding appointments to posts of importance in the Railway Board from the Railways and fears were expressed that certain areas could not find due representation there. The Committee have not gone into the matter fully. The Railway Board may consider whether there is any substance in this grievance. If there is any, the Board may also consider, as to how this can be rectified without endangering the principle of merit, which should be the main criterion. In this connection, the Committee would suggest that the feasibility of taking the staff for the lower categories in the Railway Board's Office from the staff of individual Railways instead of by direct recruitment, may also be examined.

**BALVANTRAY G. MEHTA,**

*Chairman,*

*Estimates Committee.*

NEW DELHI:

3th March, 1956.

## APPENDIX I

### *Medical Facilities for Railway Staff*

	Southern	Eastern	Northern	North- Eastern	Central	Western
Total mileage . . . . .	6,015	5,112	6,101	4,701	5,428	5,551
Total staff . . . . .	1,47,480	2,58,215	1,40,673	1,04,876	1,67,672	1,10,756
<i>Medical Staff :</i>						
D.M.Os. . . . .	8	12	5	5	8	6
A.M.Os. . . . .	4	3	5	4	8	7
A.Ss. Gr. I . . . . .	41	47	27	28	41	32
A.Ss. Gr. II . . . . .	108	163	+1 (LD) 111	114	81	77
Nurses . . . . .	55	+6(LD) 130	+3(LD) 57	70	76	37
Midwives . . . . .	27	8	8	1	9	20
			(Nurse- Dais)			
Compounders . . . . .	151	173	130	151	115	124
Semi-skilled and other Class IV . . . . .	430	639	643	383	442	403
<i>Health Staff :</i>						
Sanitary Inspectors. . . . .	59	137+58	39	76	63	28
Sweepers . . . . .	1,493	4,498	3,050	2,387	2,603	891
Supervisory and semiskilled and unskilled } . . . . .	127	872	200	153	..	75
Malarialogist . . . . .		+455 1+3 ASSTS.	..	1 AMO+ 2 ASSTS.	4AHO	..
<i>No. of Hospitals :</i>						
I/c D.M.Os. . . . .	7	9	5	5	6	5
I/c A.M.Os. . . . .	1	2	4	3	3	7
I/c A.S. Gr. I . . . . .	5	13 (Emer- gency beds	5) 28+	3	2	..
I/c A.S. Gr. II . . . . .	..	15	22) 34E. beds.	..	..	..
<i>No. of Dispensaries :</i>						
I/c A.S. Gr. I . . . . .	24	38	14	8	19+4	17
I/c A.S. Gr. II . . . . .	40	71	49	53	31+25	31
<i>No. of beds :</i>						
Pucca . . . . .	368	649	297	430	448	191
Emergency . . . . .	58	91	110	18	29	64
No. of beds per 1000 staff . . . . .	2.89	2.87	2.9	4.24	2.79	2.5
1000 population . . . . .	0.578	0.574	0.58	0.848	0.548	0.5
No. of beds per nurse . . . . .	6.7	5.0	5.6	6.3	6.27	7.7
<i>Plants :</i>						
X-Rays, large . . . . .	5	9	3	4	4	5
X-Rays, small . . . . .	3	10	2	1	3	4
Ultra violet . . . . .	2	9	3	3	8	14
Infra Red . . . . .	2	17	3	1	3	11
		+3				

	Southern	Eastern	Northern	North- Eastern	Central	Western
Diathermy and short wave . . . . .	2	11	3	1	3+5	4
Electro Cardiograph	..	2	1	1	1	2
Pantostat . . . . .	1	1	..	1	2	1
Radiant Heat lamps	..	..	..	..	7	..
<i>Cost of medical services :</i>						
Cost per head of staff . . . . .	19,07,092	38,90,500	22,61,901	17,25,838	24,97,120	16,62,595
Cost of Medicines .	12.93	15.74	17.01	16.35	14.89	15.01
Cost per head of staff . . . . .	4,16,908	3,91,811	4,86,468	3,62,054	3,86,000	3,32,000
Cost of health services	2.83	1.6	3.4	3.41	2.302	2.99
Cost per head of staff . . . . .	17,32,000	51,18,000	34,19,184	6,16,000	28,45,126	9,84,000
Cost per head of staff . . . . .	11.77	20.7	25.71	5.64	16.96	8.88

## APPENDIX II

### *Number and cost of Adult Schools on the Railway*

Railway	Year	Number of Adult Schools (concerning Adult Literacy Campaign) run on Railways	Cost of running the Schools			Number receiving instructions
			Rs.	As.	Ps.	
Central	1951-52	148	2,401	0	0	2619
	1952-53	155	3,916	0	0	2718
	1953-54	143	6,477	0	0	2178
	1954-55	186	8,269	0	0	2766
Eastern	1951-52	74	14,757	5	6	1113
	1952-53	102	7,850	10	6	5326
	1953-54	Not available	8,713	12	0	2688
	1954-55	Not available	4,718	1	0	298
South Eastern	1951-52	33	3,929	15	3	118
	1952-53	Included under Eastern Railway				
	1953-54	Do.	Do.			Do.
	1954-55	Do.	Do.			Do.
Northern	1951-52	31	7,084	8	6	1404
	1952-53	27	3,063	8	6	606
	1953-54	48	3,236	14	3	2359
	1954-55	7	1,728	11	0	140
North Eastern	1951-52	6	300	0	0	81
	1952-53	31	2,000	0	0	525
	1953-54	63	4,406	0	0	1187
	1954-55	Nil	Nil			Nil
Southern	1951-52	..	615	0	0*	672
	1952-53	50	5,245	0	0	342
	1953-54	7	1,478	0	0	147
	1954-55	7	1,035	0	0	150
Western	1951-52		Not readily available			
	1952-53	2	Do.			50
	1953-54	12	123	5	0	55
	1954-55	11	874	0	0	283

NOTE : 1. The figures for each adult class are not separately available.

2. There are no Adult Literacy Schools but only classes are held. Column 3 above indicates the number of classes held.

\* Initial expenditure.

### APPENDIX III

*Statement Showing the Percentage of Illiterate to Literate Staff on the Railways as on 1st April, 1951, 1952, 1953, 1954, and 1955*

Railway	1st April 1951	1st April 1952	1st April 1953	1st April 1954	1st April 1955
Central . . . . .	57	53	49	43	40
Eastern . . . . .	22·3	14·9	}*	15·9	15·9
South Eastern . . . . .	14·2*	14·0		16·7	16·2
Northern . . . . .	27·8	24·1	22·2	16·9	16·2
North Eastern . . . . .	Not available	22·3	21·5	22·0	21·6
Southern . . . . .	13·6	13·9	12·4	11·9	11·8
Western . . . . .	21	21	21	22	21

NOTE : \*Approximate figures. This percentage has been calculated excluding casual staff and also staff working on Vizagapatam Port.

## APPENDIX IV

### *Statement showing the Summary of Conclusions/Recommendations of the Estimates Committee relating to the Ministry of Railways—Staff Matters*

Serial No.	Ref. to para No. of the Report	Summary of Conclusions/Recommendations
1	2	3
1	4	In view of the huge employment potential of the Indian Railways, the importance of proper recruitment of staff in the various categories cannot be overstressed.
2	5	The Committee do not want to suggest any modification in the mode of recruitment of Class I service which is generally made on the basis of a very difficult test, as a result of which the best talent available from the various Indian Universities is recruited.
3	7	The Committee agree with the recommendation of the Railway Corruption Enquiry Committee that the question of honesty and integrity of the candidates should be given greater emphasis, while making selections for promotion to Class II service.
4	11	The Committee recommend that the Ministry of Home Affairs should periodically revise the list of newspapers in which the advertisements of Government Departments are included, in consultation with the State Governments and the Legislators from the regions concerned.
5	16	The Committee recommend that the result of the examinations conducted by the Railway Service Commissions should be intimated to the candidate concerned, provided he leaves a self-addressed envelope or a postcard with the Commission's Office. That such a facility will be afforded, should be made clear in the application form.
6	18	The Committee recommend that the Railways should plan in advance their requirements of the staff for at least six months and should furnish the same to the Railway Service Commissions at fixed intervals, leaving sufficient margin of time with the Commissions to plan their selections. The Committee also recommend that the Railway Service Commissions

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		should hold combined tests for a number of categories of Railway services, which would save considerable time and energy and expedite the process of recruitment.
7	20-21	The Committee recommend that the Railway Ministry should create conditions whereby it will be possible for the Commissions to hold examinations for all the eligible candidates. To begin with, a combined examination may be held at suitable centres for the non-technical categories of staff and out of those who qualify in the written test, a reasonable number may be called from the top for interview.
8	22	To cover the additional cost of conducting examinations for the non-technical categories of staff, the Committee suggest the desirability of charging an examination fee of Rs. 2 to 3 per candidate in addition to the existing application fee of Re. 1. Each candidate should also be required to attach a copy of his photograph to his application form to prevent impersonation.
9	24	The Committee recommend that psychological tests should gradually be introduced to find out the aptitude of candidates for different types of jobs. This will prevent the possibility of putting square pegs in round holes and improve the tone of administration. The Committee are also of the opinion that the present method of recruiting certain categories of staff such as Office Clerks and Typists only by a written test and without an interview should be discontinued. They feel that an interview of the candidates to form an idea of the personality and capacity to express themselves is necessary. The Committee also suggest that in the matter of welfare of labour and other educational and social activities within the administration of Railways, those who have experience in the line and who have done some work for social welfare or labour welfare and such other activities, may be given due consideration at the time of recruitment.
10	25	To meet the shortage of technical staff and to keep the Educational Institutions informed about the requirements of staff in the Railways, the Committee recommend that the Railway Ministry should include a detailed review of the activities of the Railway Service Commissions in their Annual Reports. The review should also indicate the requirements of the Railways for technical posts and should offer suggestions on diversification of courses and vocational training to increase the flow of technically

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trained personnel to meet the requirements of the staff under the Second Five Year Plan. A copy of this Review should be supplied to all the State Governments for distribution amongst the recognised Educational Institutions. Similarly, the Railway Service Commissions should also periodically prepare the reviews and send them to the Educational Institutions in the regions served by them.

- 11      26      The Committee endorse the recommendation of the Railway Corruption Enquiry Committee that the Railway Board may also bring out a small brochure describing the different types of jobs offered by the Railways, brief nature of jobs, future prospects, emoluments, age and educational qualifications required.
- 12      27      The Committee recommend that the procedure followed by the Railway Service Commissions in selecting candidates for the written tests and interviews should be given wide publicity and the results of the examinations should be freely published in the newspapers in addition to what is done at present, and that the various stages leading to the final selection of candidates against a post should be made clear in the application form.
- 13      28      The Committee have noted with satisfaction the assurance given by the representatives of the Railway Ministry that the question of meeting the shortage of candidates for reserved vacancies was under constant review and that everything would be done to ensure that candidates from the Scheduled Castes, Scheduled Tribes and Anglo-Indian communities were recruited in sufficient number. They recommend that some concrete steps as suggested below should be taken with a view to increase the flow of suitable candidates belonging to these communities:—
- (a) The Scheduled Caste candidates having the minimum prescribed qualifications for selection by the Commissions may be given special training to bring them up to the mark. Slight reduction in the standard of recruitment will be compensated by the extra training.
- (b) For the candidates belonging to the Scheduled Tribes and the Anglo-Indian Community their reservation may be comparatively increased in the areas where they are available in larger number and in services which are much to their liking without disturbing the overall percentage of the reservation.

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- 14 30 While the Committee appreciate the efforts made by the Railway Board in the matter of recruitment on regional basis, they suggest that in the application forms, the candidates seeking recruitment to the lowest grades of Class III should be asked to indicate their preference for particular regions and, as far as possible, they should be posted to those regions, so that the language difficulties may not arise. It is, however, to be made clear to the candidates that they are liable to transfer to other areas also in the interest of the Administration. Any of the Railway staff in Class III category who do not know the language of the region where they are posted should be encouraged to pick up the working knowledge of the language of the region during the courses of training and refresher courses. Incidentally, the Committee suggest that if and when any out-agencies are abolished or taken over by the Railways, staff concerned should be given relaxation of age-limit for the purpose of recruitment in the light of their previous experience.
- 15 31 The Committee feel that the existing Railway Service Commissions with one Chairman and one Member are not adequate to deal with the expected volume or work of recruitment efficiently and expeditiously. The Committee, therefore, recommend that the Railway Ministry should take steps to set up one Railway Service Commission for each Zone, as the extra cost in increasing the number will be about Rs. 1.5 lakhs only per annum. The additional expenditure to be incurred on the Railway Service Commissions will be more than compensated by increased efficiency, avoidance of delay in supply of staff to the Railways and lastly by the increased facilities afforded to the candidates in each Zone. The Headquarters of the Commissions need not necessarily be situated at the Headquarters of the Railway Zone. As a matter of fact, it should be a distinct advantage from the point of view of economy and facilities to the candidates, if the Headquarters of the Railway Service Commission is located at a comparatively smaller and more centrally situated place.
- 16 32 The Committee are glad to learn that the Railway Service Commissions at Bombay and Calcutta are already being strengthened by adding one member to each of them. The Committee recommend that so long as the number of Commissions is not increased, the position of the Railway Service Commissions, Allahabad and Madras should also be reviewed with a view to add one more member to each of them. The Committee also suggest that suitable upper age

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- limit should be laid down for the Chairman and Members of the Railway Service Commissions.
- 17 33 The Committee are of the opinion that the posts of the Secretary of each of the Commissions should be a senior scale post. It should be a post with a tenure of three years and personnel Officers of the Railway concerned should be considered for that post. The question of directly recruiting the candidates with suitable educational qualifications for the post of a Secretary to the Railway Service Commission should also be examined by the Railway Ministry.
- 18 34 The Committee are of the opinion that meetings between the Chairmen of the Railway Service Commissions and the Railway Ministry should be held twice a year with a view to give opportunity to the Chairmen of different Commissions to study each other's working, to import uniformity in the procedure and selection and to discuss important problems with a view to achieve economy. These meetings should be presided over preferably by a member of the Railway Board and in his absence by the Director, (Establishment), Railway Board and they should be held at the Headquarters of the Commission in rotation.
- 19 36 The Committee feel that so far as the question of reserving some percentage of posts in Class IV and the lower grades of Class III services for the sons of Railways employees is concerned, the position may be examined whether this could be done without infringing the relevant articles of the Constitution. Schools run by Railways for the children of their employees should be converted into multipurpose schools and the subjects pertaining to the Railway working should be taught there, in addition.
- 20 39 The Committee notice that the number of women workers on the Railways is small. They recommend that in the advertisements issued by the Railway Service Commissions for posts which, by their nature are suited to women, it should be clearly stated that women are eligible to apply and when they apply for such posts, they should be called for interview and written tests, provided they fulfill the prescribed qualifications. The reasons for wide fluctuations in the number of women working on different Railways should be examined and steps taken for recruiting more of them in the jobs which are, by their nature more suited to women. The Committee suggest that now that departmental catering is being introduced on Railways, women should be considered for the posts in the catering Department.

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21	41	<p>The Committee recommend that the Railway Ministry should take immediate steps to see that the posts reserved for the candidates of Scheduled Castes in Class IV service are completely filled. Similarly, in regard to Scheduled Tribes, special efforts should be made to recruit them up to the reserved quota. The present system of recruitment to Class IV service should be placed on a sound footing and the recruitment should be through a Departmental Committee of not less than 3 Gazetted Officers including an Officer belonging to the Scheduled Castes or Tribes, if available. In case no such officer is available, the feasibility of utilising the services of officers in charge of the welfare of the Scheduled Castes, Scheduled Tribes and Backward classes for this purpose may be considered. The representative organisation of Scheduled Castes and Scheduled Tribes and Backward classes in the area concerned should be given a copy of the notice of recruitment for Class IV sufficiently in advance specifying the posts reserved for those communities, as is done in the case of recruitment to Class III posts.</p>
22	42	<p>The Committee recommend that greater publicity should be given by advertisements in local papers, notices at stations etc., regarding recruitment of different categories of Class IV staff (including trade apprentices), than is being done hitherto.</p>
23	51	<p>The Committee recommend that the activities at the Staff College, Baroda should be increased to cover the training of probationary officers, systematic refresher courses for junior officers and special courses for the senior officers. The Committee consider that the <i>per capita</i> expenditure of the Staff College, Baroda is unduly heavy and recommend that it should be brought down substantially by making more intensive use of the training facilities. The Committee further recommend that the training courses at the Staff College, Baroda, should be suitably revised so as to include the study of general principles of the Constitution of India, division of functions, Disciplinary Rules, civic duties and responsibilities, etc. The duration of training for each item should also be carefully scrutinised and then fixed.</p>
24	52-53	<p>The Committee also fully endorse the following recommendations of the Railway Corruption Enquiry Committee :</p> <p>“ In addition to the normal course of training given to the Officers, lectures by the</p>

Heads of Departments and General Managers on the duties and responsibility of the Officers to keep the Administration clean should be arranged. Canons of financial propriety, absolutely impartial dealings with staff under them and allied matters should form the subject matters of these lectures. Public men working in the political and social fields should also be periodically invited to impress on the trainees the importance of their social responsibilities in the discharge of their duties.”

In addition, the Committee also suggest that eminent educationists might be invited to visit the staff College and offer their suggestions in the various fields of activities of the College. The Committee also suggest that study tours by officers of one Zone to other Zones should be encouraged with a view to better understanding of the working of different zones and imbibing fresh ideas.

- 25      55      The Committee consider the existing training facilities for initial training and refresher courses to be inadequate.
- 26      56      The Committee learnt from the representative of the Railway Ministry that an officer on special duty was looking into the problem of training both from the point of view of getting men trained for the various departments as well as of overhauling the entire system of training. The Committee are of the opinion that it would be preferable to assign this work to a Committee of educationists.
- 27      57      The Committee recommend that the Committee of educationists referred to above should carefully assess the requirements of training facilities for each Railway and suggest the opening of new training schools, wherever necessary and should also standardise the syllabi of training courses and refresher courses for different categories of staff for ensuring uniform standards of training throughout the Railways.
- 28      58      The Committee also suggest that the possibility of encouraging private institutions for giving particular kind of training, required for the different categories of Railway employees should be explored by the Railway Ministry. One multi-purpose school as preparatory institute for new recruits or for providing materials for new recruitment for each Region and one Higher School for advanced training for each Railway would be useful for ensuring a steady flow of candidates with suitable training in subjects pertaining to Railways. The Committee

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are not fully satisfied with the reasons for closing classes at Junagadh and Bhavnagar for training of Signallers, a category for which there is a shortage in the Railways. While on the subject, the Committee suggest that encouragement should be given for the preparation of text-books dealing with various aspects of Railway Administration, which can be used in the institutions referred to above.

- 29 63 The Committee suggest that the training facilities available in Japan as described by an officer of the Eastern Railway in his Report on the working of Japanese Railways should be borne in mind by the Committee of educationists while evolving an integrated system of training on the Indian Railways.
- 30 68 In view of the importance of getting properly trained personnel in the Mechanical and Electrical Engineering Departments, the Committee suggest that decisions on the various recommendations of the Technical Training Committee should be taken by the Railway Ministry without further delay.
- 31 69 The Committee understand that basic training centres have been organised in Kanchrapara, Lillooah, Jamalpur and Kharagpur Workshops. They recommend that there should be at least one such centre on each Railway.
- 32 72 The Committee agree that training facilities should exist for all categories of workers including unskilled ones and recommend that literacy in regional language be insisted on at the time of recruitment of Class IV staff. For the illiterate Class IV staff already in service, a scheme of paying lump sum literacy bonus for the acquisition of literacy and providing simple and interesting literature should be explored by the Railway Board. The Committee recommend that the Committee of educationists referred to earlier should prescribe brief training courses for different categories of Class IV staff. This training should be not only for one particular job but for one or two jobs also, so as to promote better utilisation of man-power.
- 33 75 The Committee consider that the existing system of promotion from senior scale to the Administrative posts by selection is satisfactory and may continue.
- 34 76 The Committee reiterate the recommendation of the Indian Railway Inquiry Committee (1947) that certain definite standards of efficiency which must be attained by the junior scale officers before being

promoted to the senior scale should be laid down and that the junior scale posts should really be the training ground for future holders of senior scale and administrative posts. The Committee further suggest that a junior scale officer should be interviewed by a Board of three Heads of Departments before he is promoted to a senior scale post for the first time.

- 35 78 The Committee notice that promotions of Class II officers could not be given regularly to the prescribed quota prior to 1952-53. There is, however, a distinct improvement in this respect since 1953-54. The Committee were glad to learn that a panel of candidates suitable for promotion to Class I was being formed, so that promotion according to the quota can be effected simultaneously with direct recruitment. The Committee recommend that the arrear promotions should be brought up to the quota reserved.
- 36 79 The Committee understand that unlike some other Government Departments, the Railways do not make any direct recruitment to Class II service. This, no doubt, gives better opportunities to the Class III employees to show their merit and secure promotion to gazetted posts. The Committee would, however, like to stress here that there is considerable difference in the nature of work handled by Class III and Class II staff. It is, therefore, necessary that sufficiently high standards should be laid down for selection to Class II service and if class III staff of the requisite standards are not available the question of direct recruitment to Class II service may be examined.
- 37 82 (a) The Committee feel that promotion policy must be closely coordinated with suitable training and that the Railways must be able to forecast the number of people required for different posts to make the employees realise that opportunities lay open to them for furthering their prospects, if they equip themselves. They recommend that the avenues of promotion in various Departments should be clearly laid down and made known to the staff. They also recommend that the seniority lists of staff should be expeditiously finalised and circulated amongst them, so that they can form an idea about their future prospects of promotion.
- (b) The Committee very much appreciate the recent scheme of training introduced for the Scheduled Caste employees in the Railway Boards' office to bring them to the requisite standard for promotion

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		to the posts of Assistants. They recommend that the scheme should be introduced on individual Railways also.
38	85	In regard to the subject of promotion of Class IV employees to Class III posts, the Committee are in agreement with the views expressed by the Indian Railway Enquiry Committee (1947) that regular and wide avenues of promotion should be provided for deserving men belonging to these services. They, therefore, recommend that age restrictions for the purpose of recruitment to any category of service should be suitably relaxed in the case of those who are already employed in Class IV and have rendered satisfactory and efficient service. The recruiting authorities should consider them, if qualified, for promotion to Class III service.
39	86	The Committee suggest that, as suggested by the Indian Railway Enquiry Committee (1947), Class IV yard traffic staff should be eligible for promotion to fill certain proportions of vacancies as Number Takers, which should be reserved for them. In case the requisite number of yard traffic staff would not be forthcoming for this purpose, the Railways should take steps to introduce special training classes for such candidates to bring them to the requisite standard. The feasibility of ear-marking a certain percentage of Class III posts for promotion from Class IV in certain other specific categories also should be further explored by the Railway Ministry. The Committee recommend that a uniform system of giving promotions from Class IV to Class III should be evolved for all the Railways and that minimum period of service should be laid before such promotion could be made.
40	87	Apart from the question of giving promotions to employees from the lower Classes to higher Classes, they should also be permitted to compete for the posts to the next higher Class by direct recruitment, if they so desire, and the minimum age qualifications may be suitably relaxed for this purpose.
41	88	The Committee observe that the efficiency of workers depends upon a number of factors: <ul style="list-style-type: none"> <li>(a) selection of the right man for the right job;</li> <li>(b) scientific training for the execution of job;</li> </ul>

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		(c) incentive in the form of bonus, profit sharing, reward, rank, recognition and for appreciations to make a person work whole heartedly, with interest; and
		(d) psychological approach to the worker with a view to enlisting his energy, interest and goodwill.
42	92	The Committee reiterate their recommendation already made in para 129 of their Twenty-first Report that each Railway should evolve the system of piece-work rating and bonuses in its workshops and the co-operation of the National Federation of Indian Railwaymen should be sought in this matter with a view to complete the scheme as early as possible.
43	97	The Committee note with satisfaction the steps taken by the Railway Ministry to give incentives to the staff under the Staff Suggestions Scheme and recommend that the Scheme may be made more popular amongst the staff by giving it a wide publicity in regional languages. Staff in the lowest categories should also be encouraged to offer suggestions. They also feel that promotion and increase in salary, stipends to children for study and stipends to the inventors for further study in India or abroad, may yield better results. They further recommend that non-officials should also be associated with these screening committees.
44	99	The Committee are in agreement with the recommendation of the Railway Corruption Enquiry Committee that cases of exceptional and outstanding work should receive special recognition by payments of honoraria, letters of appreciation and medals.
45	100	The Committee reiterate the observations made in their Ninth Report that good work and sense of public duty among the highly conscientious Officers should be suitably recognised.
46	101 to 103	The Committee agree with the views expressed by Shri K. C. Bakhle that there was a necessity of a proper psychological approach, so that even the humblest railwayman was made to feel that his work was important and to develop interest in the work he was doing. As an eminent writer has stated, "Democracy consists in the opening of new horizons and vistas that one may see larger worlds through the windows of our every day tasks and duties."
47	104	All the staff at various levels should be made to realise that the conscientious and efficient performance of their

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- day to day tasks is not only in the interest of the administration and the country, but also in their own interest. Proper interest in one's work and its efficient performance are the greatest source of joy to a person.
- 48      107      The Committee would like to reiterate that the Members of the Railway Board, General Managers, Heads of Departments and other executive officers should tour frequently, exercise close supervision and not hesitate to rectify the mistakes noticed.
- 49      109      The Committee recommend that some concrete steps should be taken by the Railway Ministry to enlist the cooperation of the Employees' Unions at all levels. The Committee appreciate the proposal to split up the Second Five Year Plan, as soon as it is finalised, Division-wise and District-wise, so that the staff might know what contribution they are required to make. The Committee also suggest that co-operation of the Unions should be sought to popularise the Plan and arouse the enthusiasm of the staff for its proper implementation. Similarly, public co-operation should be enlisted for this purpose by publicity and propaganda.
- 50      110      The Committee would suggest that the question of giving extension of service to experienced personnel as also of re-employing the retired hands might be considered by the Railway Ministry, with a view to overcome the shortage of trained personnel.
- 51      111      The Committee are extremely anxious to see that there is no wastage of man-power and that every man gives a full day's useful work to the Administration. They, therefore, recommend that a proper machinery of Job-analysis should be introduced on each Railway. The question of setting up a Job-analysis wing in the Efficiency Bureau in the Railway Board's Office to direct and control the Job-analysis machinery on the individual Railways may also be examined by the Railway Ministry.
- 52 (a) 112      The Committee were glad to learn that the question of introducing an Efficiency Shield to be awarded annually to an individual Railway Administration was under consideration of the Railway Ministry. They appreciate the difficulty involved in implementing the proposal but they do feel that the idea is worth pursuing. A Committee of two or three General Managers might be asked to evolve a suitable scheme laying down the criteria and the weigh-
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tage to be given. The Committee would like to suggest the following criteria among others to be given due weightage:

- (i) Improvement in operating performance;
- (ii) Net earnings;
- (iii) Number of claims dealt with;
- (iv) Number of public complaints; and
- (v) Settlement of staff dues.

- 52 (b) They further recommend that this idea of healthy competition should be introduced between different Divisions of a Railway Zone and also between different workshops, sicklines etc.
- 53 113 The stress should be more on creating a frame of mind that will, voluntarily follow the recognised rules of conduct than on enforcing such rules by creating a fear-complex.
- 54 114 Confining themselves to the slackening of discipline in the Government Departments, the Committee feel that there are two main causes for this state of affairs, namely:—
- (a) conditions created during the War ; and
  - (b) change in the conception of the idea of discipline due to the transition from the Law and Order State to the Welfare State.
- 55 115 Suitable modifications in the rules and regulations wherever necessary and a somewhat liberal conception of the term discipline are necessary.
- 56 116 Existing rules and regulations should be reviewed carefully with a view to bring them in harmony with the idea of a Welfare State.
- 57 120 & 121 The Committee feel that there are two aspects of the problem of the Railway employees approaching outside agencies for assistance, namely:—
- (i) employees feel that through normal channel, there is never any possibility of getting justice;
  - (ii) employees bring to bear outside influence on matters, which should be left to be settled through normal channels.

Both these aspects have got to be dispassionately studied and a solution found out to ensure that the sense of security and justice prevails among the services avoiding the necessity for them to go outside to secure any justice. Further, justice

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should not merely be done, but should appear to be done. The Committee, therefore, recommend that:—

- (a) there should be no delay in the disposal of representations; a time limit should be laid down during which the representations should be disposed of at all levels;
- (b) whatever is due to a man should be given as early as possible;
- (c) The Railway Minister, Members of the Railway Board, General Managers and Heads of Departments should set apart some time to give a hearing to persons who might like to represent their cases and draw attention to matters which might not otherwise reach them.

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The Committee feel that it is necessary for the improvement of discipline amongst Railway staff that a proper scheme should be chalked out in the matter of discipline through lectures and by publishing literature on the subject in regional languages. The Committee are glad to learn that the Railway Board would be introducing:—

- (a) Railway Servants Conduct Rules as a subject of training in all the Railway training institutions; and
- (b) courses of instructions relating to the Establishment Rules, and procedure in the curriculum of the Staff College, Baroda.

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The Railway Servants Conduct Rules should be published in regional languages also, so that all the staff may acquaint themselves with the rules of discipline applicable to them.

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The Committee suggest that as recommended by the Railway Corruption Enquiry Committee, the existing procedure of enquiry should be simplified so that in cases of removal or dismissal of guilty employees, the enquiry may be completed expeditiously.

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The representative of the Railway Ministry stated that

- (i) Payment of Wages Act protected all industrial workers including railwaymen drawing pay upto Rs. 200/- per month against any punishment other than censure or removal from service, and
- (ii) Article 311 of the Constitution delayed departmental action. The Committee recommend that the Railway Ministry should take early steps in consultation with the Labour Ministry to amend

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the Payment of Wages Act suitably. Regarding Article 311 of the Constitution, if proper time limits are set down, there should normally be no difficulty in following the procedure.

- 62 126 to 128 The Committee strongly recommend that the disciplinary procedure on the Railways should be so simplified as to ensure that the disciplinary action is taken promptly against the culprit. Definite time-limit should be laid down for the various steps to be followed in regard to the procedure of departmental enquiries and the same should be rigidly adhered to. All the necessary amendments to the existing rules and regulations may be carried out and if any amendment to the existing Articles of the Constitution is considered necessary for this purpose, the appropriate authorities may be approached to initiate the necessary action.
- 63 130 The Committee feel that there is an ideal before the Railwaymen, much more in content and value, than what was before them in 1947-48. India has made progress and grown in strength and it is now for the Railway workers to strengthen it further to make it a heaven to live in. The ideal is thus there and perhaps the drawback is that it is not properly publicised and brought home to workers in various ways.
- 64 [ 131 The Committee also feel that on the Railways which employ the largest force under one management, there is a great necessity for cordial relations between the executives and the staff. This can be done only by properly appreciating the human values by mutual understanding and closer contacts. The Committee, therefore, suggest that the Railway Officers on tour should contact all the staff desirous of meeting them, study their problems and grievances in a sympathetic manner and guide them as to what is reasonable and what is unreasonable in their demands. The Committee also suggest that there should be closer contact amongst the Officers and their Staff, creating an *esprit de corps*.
- 65 132 The Committee are of the opinion that the Railway Employees' Unions should assist the administration in improving discipline among the Staff by:—
- (a) constant propaganda; and
  - (b) by bringing well-authenticated grievances after fully and carefully checking them to the notice of the administration for early action.

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The Committee also suggest that a rule should be laid down that office-bearers of the Railway Employees' Unions should invariably be Railway employees themselves.

- 66      133 In a welfare State, an employee should not be treated as merely a cog in the administrative machine, but as a person who should be given full scope for his development and for the performance of his duty towards his family and society. The Committee, therefore, attach considerable importance to the question of Staff Welfare. The aims of welfare may be summarised into three (i) Humanitarian: to enable the worker to enjoy a richer and fuller life; (ii) economic: to improve efficiency, create contentment and better relations between the employer and the employee; and (iii) civic: to create a sense of responsibility and make the worker a useful citizen by the recreational, technical and educational facilities.
- 67      135 The Committee appreciate that due to the limited funds at the disposal of the Railways, it may not be possible at this stage to allot any additional money for construction of quarters during the Second Five Year Plan. They, however, suggest that the question of the allotment of funds for staff quarters be reviewed every year and more funds provided for as and when feasible.
- 68      143 The Committee suggest that the recommendations made by the Chief Medical Officer of the Southern Railway should be implemented expeditiously with a view to eliminate the deficiencies noticed by him.
- 69      146 The Committee recommend that the system of honorary physicians and surgeons be introduced in certain selected Railway Hospitals as an experimental measure. The Committee further recommend that there should be Boards of visitors for Railway Hospitals in which the representatives of staff should be included and that the question of introducing Contributory Health Scheme in the Railways as in the case of some industrial concerns and Central Government servants may be examined by the Railway Ministry.
- 70      149 The Committee recommend that the Railway Ministry should make a comprehensive assessment of the requirements of educational facilities for the children of Railway employees and the existing facilities and frame concrete proposals to fill the gap between the two. The Committee would like to be apprised of the proposals in due course.

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71	150	The Committee recommend that the Railway Ministry should continue to take interest in the matter of educational facilities for the children of Railway employees and see that the same are made available through private agencies, through the State Governments or by opening departmentally managed schools. The Committee also suggest that the children of outsiders may be admitted in the Railway Schools to the extent of vacancies, after admitting the children of Railway employees.
72	151	The Committee also endorse the recommendation of the Railway Corruption Enquiry Committee that the scheme for the provision of subsidised hostels at educational centres for accommodating the school-going children of Railway employees, working at smaller stations, should be finalised without delay, that to begin with, at least one subsidised hostel should be provided on each division, and that the same scheme should be progressively expanded. The Committee would like to go a step further and suggest that a subsidised hostel should be provided on each division of the Railway.
73	154	The Committee appreciate the efforts made by the Railway Ministry to provide recreational facilities and to encourage activities amongst the Railway employees and are glad to learn that the Railways propose to open 100 more institutes for the benefit of Railway employees during the Second Five Year Plan.
74	156	The Committee recommend that the question of grant of loans to Co-operative Housing Societies should be finalised without delay.
75	157	The Committee recommend that the proposal for setting up rest homes on the Railways where they have not so far been opened should be finalised soon and that proper publicity should be given about these facilities through Railway gazettes and magazines and the staff encouraged to take full advantage of the same.
76	158	The Committee are glad to observe that the activities of Scouts and Girl Guides movements for the children of Railway employees are being encouraged by the Railway Ministry.
77	160	The Committee are glad to note that the contribution from the Railway revenues to the Staff Benefit Fund is being increased from Re. 1/- to Rs. 2/- per head of the number of non-gazetted staff other than those whose pay is charged to 'Capital' every year with effect from 1-4-1955.

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78	161	The Committee recommend that the allocation of expenditure from the Staff Benefit Fund should be left entirely in the hands of the representatives of the Railway staff of course, under the guidance of the General Manager or Senior Deputy General Manager.
79	162	The Committee suggest that the Railways might give a lead in making arrangements for supplying milk and light meals at cost price to children in all schools managed by them. The Committee would like this to be introduced gradually in all the schools.
80	163	The Committee are glad to note from the recent budget speech of the Railway Minister that a proposal is under consideration for awarding about 1,000 scholarships to children of Railway employees drawing pay upto a specified limit.
81(a)	164-166	The Committee suggest that the Railway Ministry should discuss the composition and functioning of Staff Advisory Committees with the representatives of the National Federation of Indian Railwaymen and arrive at a mutual agreement regarding the same.
81(b)	167	The Committee recommend that the conditions of service of those who are employed not directly by the Railways, but by others connected with the Railways, for works connected with the Railways, (e.g. the staff working in dining cars managed by the contractors) should be examined with a view to giving them proper relief and rest.
82	169 & 170	Due to lack of attention, percentage of illiterates on the Railways has not shown any improvement during the five years—1951 to 1955. The Committee recommend that a vigorous drive should be started by the Railway Ministry to reduce the percentage of illiteracy amongst the Railway staff and action taken on following lines:—
		(a) Some check should be provided to ensure that the policy of making literacy compulsory for all recruits is implemented;
		(b) Some lump sum literacy bonus should be paid to the illiterate staff, who require literacy within a scheduled period and those who acquire literacy should be provided with simple, attractive and interesting literature, so that they may not lapse into illiteracy again; and such literature should also be provided in the libraries of the Railway Institutes for the benefit of neo-literates. The Committee of educationists suggested elsewhere may also examine this point and offer suggestions ;

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		<p>(c) For the running of adults schools, Railways should employ teachers trained for the purpose; and</p> <p>(d) Persons in charge of welfare activities should be men, who are able to bring more staff into the schools for training by persuasion.</p>
		The Committee also suggest that the Adult classes run by the Railways should be thrown open to the adult members of the families of Railway staff.
83	173	The Committee appreciate the efforts of the Railway Ministry in spreading Hindi on the Railways and are glad to learn from the recent budget speech of the Railway Minister that steps have been initiated to translate the various Railway Codes, Manuals, Forms etc. into Hindi.
84(a)	175 & 176	The Committee were glad to learn that in September, 1955, a drive was initiated by the Railway Board for the expeditious settlement of dues of retired employees and liquidating old cases. The Committee hope that the drive will be further intensified with a view to ensure that all the old cases are liquidated. Proper machinery should be set up on all the Railways to ensure that such abnormal delays in payments do not occur in future. A reasonable and practicable limit for the settlement of the dues should be fixed and rigidly adhered to.
84(b)	177	The Railway Board should receive returns every three months and ensure that cases are disposed of by the Railways with the minimum delay. They should fix time-limits and where these are exceeded, explanations called for and suitable disciplinary action taken against those responsible for such delays.
85	178	The Committee understand that necessary steps are being taken by the Administrations concerned to rectify certain defects which cause the delays in settlement of dues to Railway employees. The Committee have no doubt that a detailed examination of the causes of the delays in the Railway Board's Office will reveal many unsatisfactory features which can be brought to the notice of the Railway Administrations concerned and remedial action taken.
86	179	The Committee further recommend that in future, the figures of the number of cases pending settlement on the 31st March of each year, more than three years old, more than two years old, and more than one year old together with reasons for the delays and action taken for remedying the defects should be shown for each Railway Administration separately in the Annual Reports of the Board.

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87	184	The Committee recommend that Officers and supervisory staff in charge of personnel work should be given training in social welfare, industrial psychology and allied subjects.
88	185	The Committee are glad to learn from the recent budget speech of the Railway Minister that a scheme will be drawn up to associate workers in the management and running of the Railway workshops and that a proposal is being considered for sending a team including representatives of workers to other countries where such participation of workers in management had been tried. The Committee recommend that these proposals should be pursued vigorously.
89	189	The Committee recommend that the meetings at various levels including the Board and the National Federation of Indian Railwaymen should be held more regularly in future.
90	190	The Committee have noticed that confirmation of staff officiating against temporary posts is often considerably delayed. They were informed that the permanent cadres of staff were being reviewed, and once these were suitably revised, the confirmations would be expedited. The Committee recommend that all cases of officers and staff officiating in the higher posts for more than five years should be reviewed periodically, and orders of confirmation issued expeditiously as far as feasible.
91	191	The Committee recommend that cases where salaries have not been adjusted according to the recommendations of the Central Pay Commission should be looked into and action taken to remove the grievances of the employees concerned.
92	192	The Railway Board may consider whether there is any substance in the grievance expressed in several quarters that certain areas do not find adequate representation in the Office of the Railway Board, and if it is so, the Board may also consider as to how this can be rectified without endangering the principle of merit. The Committee also suggest that the feasibility of taking staff for the lower categories in the Board's Office from the individual Railways instead by direct recruitment may be examined.

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