

COMMITTEE ON THE WELFARE OF
SCHEDULED CASTES AND
SCHEDULED TRIBES
(1994-95)

(TENTH LOK SABHA)

THIRTY-NINTH REPORT

AUTHENTICATED COPY

ON

~~THE~~ MINISTRY OF RAILWAYS
(RAILWAY BOARD)

RESERVATION FOR AND EMPLOYMENT OF SCHEDULED
CASTES AND SCHEDULED TRIBES IN NORTHERN RAILWAY.

Presented to L. k Sabha on 22 December 1994

Laid in Rajya Sabha on 22 December 1994

LOK SABHA SECRETARIAT
NEW DELHI

December, 1994/Agrahayana. 1916(S)

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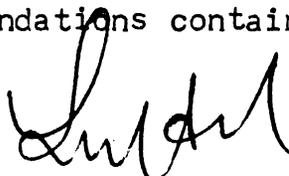
INTRODUCTION

I, the Chairman, ~~Committees~~ on the Welfare of Scheduled Castes and Scheduled Tribes having been authorised by the Committee to submit the Report on their behalf, present this Thirty-Ninth Report (Tenth Lok Sabha) on the Ministry of Railways (Railway Board) - Reservations for and employment of Scheduled Castes and Scheduled Tribes in Northern Railway.

2. The Committee took evidence of the representatives of the Ministry of Railways (Railway Board) and Northern Railway on 30.6.1994 and 4.8.1994. The Committee wish to express their thanks to the Officers of the Ministry of Railways (Railway Board) and Northern Railway for placing before the Committee material and information the Committee desired in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on 12 December, 1994.

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



AUTHENTICATED COPY

NEW DELHI

December 15, 1994
Agrahayana 24, 1916(Saka)

PARAS RAM BHARDWAJ
Chairman
Committee on the Welfare of
Scheduled Castes and
Scheduled Tribes

CHAPTER - I

A. ORGANISATIONAL SET UP

The Northern Railway, a Government Department, functions under the administrative control of the General Manager who is assisted by two Additional General Managers and Principal Heads of Department of various disciplines viz (1) Civil Engineering (2) Commercial (3) Electrical Engineering (4) Finance and Accounts (5) Mechanical Engineering (6) Medical (7) Operating (8) Personnel (9) Security (10) Signal and Tele-communication (11) Stores.

1.2 The Northern Railway has been divided into eight Divisions viz. (1) Allahabad (2) Ambala (3) Bikaner (4) Delhi (5) Ferozpur (6) Jodhpur (7) Lucknow and (8) Moradabad. Each of these Divisions is headed by a Divisional Railway Manager. Besides, the Northern Railway has six major workshops at Amritsar, Bikaner, Jagadhri, Jodhpur, Lucknow-Alambagh and Charbagh.

B. RESERVATION ORDERS AND EXEMPTIONS

1.3 The following percentage of reservations has been provided to Scheduled Castes and Scheduled Tribes in Northern Railway :-

Percentage of Reservation

	<u>SC</u>	<u>ST</u>
A. <u>DIRECT RECRUITMENT</u>		
I. Direct Recruitment on All India basis - Group 'A', 'B' and 'C' - where the minimum of the scale of the posts is Rs. 1400/= (Revised Pay Scale - RPS and above)		
(a) by open competition	15%	7.5%
(b) Otherwise than at (i) above (Applicable w.e.f. 25.3.70)	16 $\frac{2}{3}$ %	7.5%
II. Direct Recruitment to Group 'C' and 'D' posts in grades less than Rs. 1400/= (RPS) normally attracting candidates from a locality or a region (Applicable w.e.f. 1.6.88)		
	-	-
	19%	4%
B. <u>PROMOTION</u>		
Prescribed percentage of reservation for the posts filled by promotion (Applicable w.e.f. 25.3.70)	15%	7%

1.4 As regards the categories of posts for which reservations are not provided in the Northern Railway, the Committee have been informed that reservation orders are not applicable to the following categories of posts:-

- I. Vacancies filled in the grades or posts in which the element of direct recruitment, if any, exceeds 75%. The only such category is Accounts Assistant grade Rs. 1200-2040 (RPS).

- II. Temporary appointments/promotions of less than 45 days duration.
- III. Those work charged posts which are required for emergency like flood relief work, accidents, restoration and relief work etc.
- IV. Appointment of casual labour/substitutes, the recruiting authority is required to ensure intake of SC/ST according to prescribed percentage.
- V. Promotion against leave vacancies of less than 45 days or in categories where permissible reserved quota is already filled.
- VI. Posts filled by deputation. These posts are (1) Patwari Clerk (2) Inspector General, Railway Protection Force and (3) Safety Counsellor.
- VII. Posts filled in Production Control Organisation by drafting staff from the shop floor on ex-cadre tenure basis without involving promotions. However, if ex-cadre tenure posts are filled-up involving promotions reservation rules apply.
- VIII. Posts of Vigilance Inspectors grade Rs. 1400-2300/1600-2600/2000-3200/2375-3500.
- IX. In the scheme of upgradation where all posts in a category are upgraded.
- X. Posts of Instructor in Training Schools filled by drafting employees from other departments on tenure basis.

1.5 These exemptions have been stated to be made applicable as per the Department of Personnel and Training and Railway Board Brochures for SC/ST.

1.6 The Committee note that a number of posts in Northern Railway have been kept outside the purview of reservation orders, as per the instructions contained in the Department of Personnel and Training as well as Railway Board Brochures for SCs and STs. They also note that the Committee had earlier recommended in their 21st Report (Vith Lok Sabha) on Northern Railway and have been recommending fromtime to time while examining representations of SCs and STs in other Railways under Ministry of Railways to review the whole policy of making reservation orders applicable to all the posts in the Railways in consultation with the Department of Personnel and Administrative Reforms. The Committee again recommend that the Ministry of Railways should review in consultation with the Department of Personnel and Training, its policy of keeping a number of posts outside the purview of Reservation Orders and apprise the Committee of the difficulties/constraints,if any, faced in bringing each of the aforesaid exemoted posts within the fold of Reservation Orders.

C. LIAISON OFFICERS, INSPECTION OF ROSTERS

1.7 The Committee have been informed that the Executive Director, Establishment (Reservation) in the Ministry of Railways (Railway Board) who is assisted by 3 Joint Directors, Estt.(R) and 2 Section Officers is functioning as Liaison Officer for Northern Railways.

1.8 When asked whether the Liaison Officer personally reviewed implementation of reservation policy in the Headquarters and other Divisional Offices of Northern Railway, it was stated that the Liaison Officer personally as well as by deputing Joint Directors monitored and reviewed the implementation of reservation policies for SCs and STs in various Northern Railway offices.

1.9 When the Committee desired to know how often the rosters maintained by various Northern Railway Divisional Offices were inspected by the Liaison Officer in the Ministry during the last three years it was informed that the Liaison Officer of the Ministry of Railways inspected the Roster Registers maintained at Delhi, Lucknow, Bikaner and Jodhpur Divisions of Northern Railway five times during the last three years.

1.10 During evidence when the Committee desired to know the reasons for which inspection of Rosters

maintained by the remaining four Divisions i.e. Allahabad, Ambala, Ferozpur and Moradabad were not conducted by the Liaison Officers of the Ministry, the witness submitted that for the remaining Divisions of Northern Railway a programme had been chalked out to complete the inspection of Rosters during the current financial year itself.

1.11 In a post evidence information the Committee were informed that inspection of Rosters maintained by the other Divisions of Northern Railway had been carried out by the Liaison Officers appointed in the Ministry during the months of August and September, 1994.

1.12. To a specific query of the Committee as to whether any discrepancies/shortcomings were noticed in the maintenance of Rosters as a result of the inspections carried out by the Liaison Officer it was replied that some basic mistakes in the maintenance of Rosters like entries in the column, year of Recruitment/Selection, Roster Cycle numbers, Dates of Publication of panels/select lists were observed in the Roster Registers. It was added that carried forward reserved vacancies were not shown against each point in the roster registers, maintained by some of the Divisions.

1.13 When the Committee enquired whether the Liaison Officer appointed in Northern Railway had also noticed any shortcomings/discrepancies in the maintenance of Rosters after he carried out

periodical inspections at various Northern Railway offices, it was stated that very recently i.e. on 23.6.94, the Liaison Officer carried out inspection of the Delhi Division of Northern Railway and observed the following shortcomings in the maintenance of Rosters :-

- i) The columns are not properly filled in i.e. number of carry forward vacancies, year of recruitment and date of publication of panel etc. are not shown.
- ii) The carry forward points have not been exchanged or lapsed after 3 recruitment years.
- iii) Some entries have been made with pencil.
- iv) Some of the registers are not countersigned by concerned authority of the division/unit.
- v) Proper remarks are not given against the reserved point which has been filled in whether against some earlier point or after getting the point de-reserved.
- vi) Indexing and paging have not been done.
- vii) Cadre strength and Cycle No. of the roster have not been mentioned in some of the roster registers.

The above discrepancies were brought to the notice of Senior Divisional Personnel Officer, Delhi, who has taken appropriate corrective action.

1.14 When the Committee asked whether the personnel responsible for maintenance of rosters had been imparted any training to check the recurrence of default/omission in future, it was stated :-

"Every cadre dealing Assistant maintains the roster register for the categories being dealt with by him. Training to the staff of Personnel Department is arranged from time to time in Zonal Training School at Chandausi in the Headquarters Office as well as in Divisional offices. The subject of reservation policy, percentage of reservation, roster points, and maintenance of roster register are covered in the training. The dealing staff are also educated at the time of inspection of roster registers."

1.15 During evidence, when the Committee desired to know what action was taken by the Ministry when these discrepancies/shortcomings in the maintenance of roster registers were brought to their notice the witness submitted that utmost care was taken to see that these shortcomings did not occur thereafter.

1.16 The Committee are surprised to note that although the Liaison Officer in the Ministry personally monitored and reviewed the implementation of reservation orders in favour of SCs and STs in Northern Railway and its various divisional establishments, rosters maintained by Allahabad, Ambala, Ferozpur and Moradabad Divisional Offices of Northern Railway have not been inspected by him even once during the last 3 years as has been stated during evidence. However, in a post evidence information furnished to the Committee, it has been stated that Rosters maintained by the aforesaid Divisions of Northern Railway were inspected by the L.O. in the Ministry during August and September, 1994 and several mistakes were noticed. The Committee therefore, urge upon the Ministry of Railways (Railway Board) to carry out inspection of the Rosters maintained by the aforesaid Divisional Offices of Northern Railway regularly in future so that accumulation of mistakes in the maintenance of Rosters is avoided.

1.17 The Committee are also unhappy to note that, as a result of the inspection carried out by the Liaison Officer in the Ministry as well as Northern Railway some elementary mistakes, were found in the maintenance of Rosters in almost all the Divisional Offices of Northern Railway. The reply given by the Ministry that utmost care is being taken to do away with these mistakes is too wide a statement to be convincing.

The Committee are also surprised to note that although basic training regarding maintenance of rosters is imparted to the officers/staff responsible for maintenance of Rosters in the Zonal Training School, Headquarters and Divisional Offices of Northern Railway, a lot of basic mistakes are found in the maintenance of Rosters. The Committee are of the view that either the staff who have been imparted training for proper maintenance of Rosters lack the skill and dedication to do the job or the training programme itself conducted by Northern Railway is inadequate. They, therefore, recommend that the Ministry of Railways (Railway Board) and Northern Railway should make an indepth study of the training programmes conducted by them for maintenance of Rosters and make suitable amendments thereafter so that recurrence of such avoidable shortcomings in the maintenance of Rosters do not take place in future.

CHAPTER-II

RESERVATION IN SERVICES

A. Recruitment Procedure, Recruitment made, Staff Strength, Shortfalls and Special Recruitment Drives

The Committee have been informed that in Northern Railway direct recruitment to Group 'A' service is done through Union Public Service Commission and there is generally no direct recruitment to Group 'B' services. Direct Recruitment to Group 'C' categories is generally done by Railway Recruitment Boards (RRBs) at Allahabad, Ajmer, Chandigarh and Jammu-Tawi. So far as filling up vacancies in Group 'D' is concerned, the concerned Divisional/Workshop units carry out the process of recruitment. The recruitment is made for the existing vacancies plus the anticipated vacancies of the next one year.

2.2 It has further been stated that in the Divisions where there are casual labourers, Group 'D' vacancies are at present filled by the process of screening for empanelment of existing casual labourers and substitutes based on the number of vacancies occurring generally on the 31st December of the year.

2.3 The Committee have also been informed that in all the recruitments made by Northern Railway a Scheduled Castes/Scheduled Tribe community officer is associated besides an officer from minority community as per extant orders of the Government.

2.4 The total number of persons recruited in Group 'C' and Group 'D' categories during 1991-92, 1992-93 and 1993-94 and the number of Scheduled Castes and Scheduled Tribes among them has been stated to be as follows :

Year	Category of posts	Total No. of vacancies occurred	Total No. of vacancies actually filled	Number of vacancies reserved for SCs			Number of vacancies reserved for STs			Number of candidates appointed	Number of vacancies carried forward		
				C/F from pre. year	Reserved during the year	Reserved Total	C/F from pre. year	Reserved during the year	Reserved Total		SC	ST	SC
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1991-92	Group 'C'	1564	1564	227	297	524	122	62	184	241	91	283	93
	Group 'D'	2591	2591	293	292	785	523	103	626	507	229	278	397
1992-93	Group 'C'	311	219	283	41	324	93	8	101	141	-	183	101
	Group 'D'	510	340	278	51	329	397	13	410	292	66	37	344
1993-94	Group 'C'	940	465	183	88	271	101	17	118	151	70	120	48
	Group 'D'	1587	1101	37	210	247	344	49	393	278	312	-	81

2.5 When the Committee desired to know the reasons for carrying forward such a large number of vacancies reserved for SCs and STs in Group C & D categories, it was stated that although there was no difficulty in getting the reserved candidates in non-technical popular categories, in technical I.T.I./Diploma and Graduate categories, the reserved candidates especially Scheduled Tribes were not available which resulted in carrying forward the vacancies reserved for them.

2.6 The total staff strength of Northern Railway as on 1.6.1994 and the number and percentage of SCs and STs amongst them has been stated to be as under :

Group	Total Staff Strength	SC/ST among them		Percentage		Percentage of Shortfall	
		SC	ST	SC	ST	SC	ST
'A'	1020	137	21	13.43	2.05	1.57	5.45
'B'	746	156	21	20.91	2.82	NIL	4.68
'C'	124586	22838	4160	18.33	3.34	NIL	4.16
'D'	117429	34952	5085	29.76	4.33	NIL	3.17
TOTAL	243781	58083	9287	23.83	3.81	NIL	3.69

2.7 As regards the reasons for shortfall in all the categories of posts in respect of ST community, the Committee were informed that it was because of non-availability of ST candidates for Technical Diploma, Graduate and Para-Medical posts.

2.8 As regards the steps taken to fill up the backlog vacancies in ST category, the Committee were informed that Special Recruitment Drives were undertaken in Group C and D categories during the years 1990-91, 1991-92 and 1993-94 as a result of which a number of ST candidates were given appointment in the aforesaid categories.

2.9 The Committee were also informed that to remove the existing shortfalls in Group 'C' posts, special indents only for SCs/STs were placed on RRBs (Railway Recruitment Boards) and for Group 'D' posts the casual labourers were considered for screening and regularisation against the shortfall.

2.10 The number of casual labourers screened and regularised during the last three years was stated to be as under :

Year	Total	SC	ST	Percentage	
				SC	ST
1991-92	4889	812	286	16.6	5.84
1992-93	5501	1084	196	19.72	3.56
1993-94	3916	751	58	19.18	1.48

2.11 The Committee are dissatisfied to note that as on 1.6.1994 the percentage of shortfall with regard to ST category in Northern Railway stand at 5.45, 4.68, 4.16 and 3.17 in Group A, B, C and D posts respectively. They are also unhappy to note that during the year 1991-92, 1992-93 and 1993-94 a large number of vacancies in Group C and D posts reserved for candidates belonging to ST category were carried forward. The plea of non-availability of ST candidates in Technical Graduate, Diploma and Para-Medical courses is hardly convincing. The Committee observe that, notwithstanding the three Special Recruitment Drives undertaken during the years 1990-91, 1991-92 and 1993-94, serious effort needs to be made by Northern Railway to recruit sufficient number of ST candidates in Group C and D categories. The Committee recommend that besides resorting to Special Recruitment Drives more frequently the Northern Railway should also resort to campus/ institutional recruitment to attract sufficient and suitable number of ST candidates right from the institutions they study so that shortfalls of these candidates in the aforesaid categories are eliminated to a great extent.

2.12 The Committee also note that during 1993-94 only 58 casual labourers belonging to ST category have been regularised although 4825C labourers were

regularised during the previous two years. The Committee recommend that more casual labourers belonging to ST category should be regularised by Northern Railway with a view to wiping out the backlog vacancies existing in Group D posts at a faster rate.

2.13 The Committee note that neither Northern Railway nor the Ministry of Railways has mentioned anything about the special efforts made to do away with the backlog vacancies existing in ST category in Group A and B posts. The Committee, therefore, would like to be apprised of the detailed and specific steps taken by the Ministry of Railways/ Northern Railway during the last three years to recruit adequate number of ST candidates in Group A and B posts.

B. Recruitment of Casual Labourers

2.14 As regards the engagement of Casual Labourers in Northern Railway it was stated in a note furnished to the Committee that they were engaged under the powers vested with the General Manager.

2.15 During evidence it was submitted in reply to a specific question that the powers vested with the General Manager to engage persons against casual employment was used by him only in individual cases, on compassionate grounds or in sports cases etc. and not on a large scale basis.

2.16 Regarding the procedure followed by Northern Railway in case of large scale engagement of Casual Labour, it was stated that persons to be engaged as 'fresh faces' (Casual Labourers) were drawn only from the Lists prepared by each Division for this purpose generally once a year on receipt of General Manager's sanction. Inclusion of names in this list were based upon screening by a Committee of three officers, one of whom had to be an officer of Personnel Department and another from among the Department concerned. Besides, one of the members of this Screening Committee had to be from SC/ST category and one from minority community by co-opting a fourth officer, wherever necessary.

2.17 It was further stated that the persons to be included in these lists for engagement of fresh face should possess the minimum qualifications and other standards laid down for each department. However, no

large scale engagement of casual labour was stated to have been resorted to in the recent past by Northern Railway.

2.18 The number of casual labourers/substitutes engaged during the last three years in consonance with the powers vested with the General Manager were stated to be as under:-

Year	Total	SC	ST	Percentage	
				SC	ST
1991-92	24	3	-	12.05	-
1992-93	83	18	-	21.69	-
1993-94	86	9	-	10.43	-

2.19 The number of Casual Labourers enrolled with Northern Railway as on 1.1.1994 and the number and percentage of SCs/STs among them was stated to be as under:-

As on	Total number of Casual Labourers	Number of		Percentage of	
		SCs	STs	SCs	STs
1.1.1994	19181	3840	219	20.01	1.14

2.20 The Committee are unhappy to note that out of 19181 casual labourers enrolled with Northern Railway as on 1.1.1994, only 219 belong to ST category amounting to just 1.14%. The Committee are also surprised to note that although the General Manager has been vested with the discretionary power to appoint SC/ST persons as casual labourers in the organisation, not a single labourer belonging to ST community has been given appointment in Northern Railway during the last three years. This is despite such a meagre representation of ST casual labourers in Northern Railway. The Committee, therefore, recommend that henceforth whenever casual labourers/substitutues are engaged by Northern Railway, be it on large scale basis or on sports quota, top priority should be given to persons belonging to ST community.

C. PROMOTIONS

2.21 As regards total number of employees promoted in Northern Railway during the years 1990-91, 1991-92 and 1992-93 and the number and percentage of SC and ST employees among them the following information was furnished to the Committee :

Year	Category	No. of persons promoted	No. of SC/ST persons promoted		Percentage	
			SCs	STs	SCs	STs
1990-91	A	--	--	--	--	--
	B	90	11	01	12.22	01.11
	C	8549	1180	230	13.80	02.69
	D	222	33	11	14.86	04.95
1991-92	A	--	--	--	--	--
	B	103	24	04	23.30	03.88
	C	7462	1466	464	19.64	06.21
	D	2012	350	88	17.40	04.37
1992-93	A	--	--	--	--	--
	B	86	17	06	19.76	06.97
	C	3529	397	99	11.21	02.79
	D	921	134	61	14.54	06.62

2.22 After going through the above statement when the Committee asked as to why no information with regard to the number of employees promoted in Group A posts in Northern Railway had been shown, it was replied that promotion in the aforesaid category was not done by Northern Railway but by the Ministry of Railway on All India (Railway Service) basis in consultation with U.P.S.C.

2.23 When the Committee desired to know the reasons of shortfall of ST employees in the promotional posts in Group B, C as well as D categories it was replied that there were basically two reasons for the existing shortfalls in the aforesaid categories. One was the non-availability of ST employees who had completed two years of service in the lower grade for becoming eligible for promotion to the next higher grade, while the other was the fixation of reservation percentage for STs in direct recruitment at 4% only.

2.24 To a query of the Committee regarding concessions/ relaxations given to SC/ST employees in promotions, it was stated that relaxation in the qualifying marks in written test was allowed to SC/ST employees. When the Committee desired to know whether any relaxation in the years of service rendered by SC/ST employees was also allowed by Northern Railway it was stated that although no relaxation in the years of service was given within Group C posts, such relaxation was permitted in promotion within Group D posts, from Group D to Group C and from Group C to Group B posts.

2.25 The Committee note that during the years 1990-91, 1991-92 and 1992-93 out of the total number of employees promoted in Northern Railway in Group B C and D posts the number of ST employees promoted is below the prescribed percentage. The two reasons put forward for not promoting the required number of ST employees are unacceptable to the Committee because the first reason i.e. completion of two years of service is applicable for promotion within Group C posts only whereas the second reason i.e. fixation of reservation percentage at 4% in direct recruitment for STs is only the minimum percentage prescribed and certainly not the maximum. ^{Had} Northern Railway been able to recruit the prescribed 4% of STs in Group C and D posts, the promotional position of such candidates would have been better. The Committee, therefore, urge upon Northern Railway to make an indepth study to sort out the constraints faced in promoting more ST employees and take suitable corrective measures thereafter besides recruiting more STs through direct recruitment.

2.26 The Committee also note that relaxation in years of service is not allowed to SC/ST candidates for promotion within Group C posts although such relaxation is allowed in promotion within Group D, from Group D to Group C and from Group C to Group B posts. Keeping in view the

shortfall of ST employees the Committee would like Northern Railway to consider giving relaxation in years of service to such employees for promotion within Group C posts also, wherever possible.

2.27 The Committee would also like the Ministry of Railway to apprise them of the details of promotion made from Group B to the lowest rung of Group A as well as within Group A posts during the last three years, the number and percentage of SCs and STs among them and the steps taken/proposed to be taken to reduce the shortfalls, if any.

CHAPTER - III

MEASURES TO IMPROVE REPRESENTATION

A. PRE-RECRUITMENT TRAINING

3.1 The Committee have been informed that Northern Railway has no scheme at present for giving pre-recruitment training to SC/ST candidates.

3.2 During evidence when the Committee desired to know the reasons for which Northern Railway was not imparting any pre-recruitment training to SC/ST candidates, it was replied that since a large number of candidates applied for a particular post in response to the advertisement made by Northern Railway, it became difficult for them to conduct any pre-recruitment training programme.

3.3 When asked whether pre-recruitment training programme would not result in better intake of SC/ST candidates in various categories of posts, the witness replied in the affirmative.

3.4 The Committee are unhappy to note that at present there is no scheme in Northern Railway for imparting pre-recruitment training to SC and ST candidates. The plea taken by Northern Railway for not doing so, as has been narrated above, is hardly convincing to the Committee as there are many big public sector undertakings including Banks who are also getting a large number of response to the posts advertised by them but are imparting pre-recruitment training to SC/ST candidates. Keeping in view the existing shortfalls of the reserved communities, especially those of STs, in various categories of posts in Northern Railway, the Committee recommend that the Railway Management should find a suitable way for imparting pre-recruitment training to SC/ST candidates which would certainly lead to an improved intake of these candidates.

B. IN-SERVICE TRAINING/PRE-SELECTION COACHING

3.5 The Committee were informed that the scheme of imparting training to the "best among-failure" in 'non-safety' posts which is also called in-service-training has been provided by Northern Railway to SC/ST employees. In this scheme, the SC/ST candidates who could not get the required marks in the written test but secured at least 20% marks were put to officiate in that post for a period of six months during which all kinds of help was provided. After completion of the 6 months period, if his performance was found satisfactory, on the basis of training imparted, he continued to work in that post to which he was promoted to officiate.

3.6 These pre-promotion training programmes in non-safety categories were stated to have shown considerable improvement in the performance of SC/ST employees after the scheme was introduced in 1974 vide Railway Board's letter No. E(SCT)/74-CM/15/34 dated 31.8.74.

3.7 The number of candidates placed on in-service training against best-among-failure scheme was stated to be as under :-

<u>Year</u>	<u>SC</u>	<u>ST</u>
1991-92	-	2
92-93	2	2
93-94	4	3

All these candidates were stated to be finally placed on the panels for selection.

3.8 After going through the Minutes of the Divisional Personnel Officers Conference held on 3/4.1.91 where DPO/Ambala and DPO/Jodhpur had pointed out that very often pre-selection coaching was not arranged by the Branch officers on the plea that no syllabus was available. When the Committee desired to know what remedial measures were taken by Northern Railway to ensure that pre-promotional training to SC/ST employees was not disrupted on such negligible pleas, it was replied that the following steps were taken:-

1. Syllabus is drawn up by the Branch Officer when pre-selection coaching is arranged for SC/ST and given to candidates also.
2. The officers/supervisors well conversant with the subject are deputed to deliver lectures to these trainees.
3. The fact that pre-selection coaching was arranged for SC/ST candidates should be recorded, is mentioned in some of the selection proceedings.
4. The selection calendars are already in vogue, the pre-selection trainings are arranged and C.Rs are furnished to Selection Board before the start of proceedings.
5. Lecture notes on various topics are being made available to the staff and lecture notes are being exchanged at times. In fact with the experience gained training modules have been designed for different categories of staff and made available to the units.

3.9 The Committee appreciably note that Northern Railway is imparting pre-promotional training to the best-amongst-failed SC/ST employees in non-safety categories with a view to enabling them to come upto the requisite standard. The success of the Scheme since its inception is more evident from the fact that considerable improvement in the performance of SC/ST employees has been observed by the Railway authorities. The Committee feel that it is a step in the right direction and would like Northern Railway to continue the Scheme in future also. They simultaneously recommend that similar training programmes for SC/ST employees may be conducted in safety categories also, wherever practicable.

3.10 The Committee note from the Minutes of the DPOs Conference held on 3/4.1.91 that DPO/UMB and DPO/JG had pointed out that very often pre-selection coaching was not arranged by the Branch Officers of Northern Railway on the plea of syllabus being not available. They, however, further note that Northern Railway has been taking a number of remedial measures to see that pre-selection training programmes are not stopped on such pleas. In the greater interest of SC/ST employees, the Committee would like Northern Railway not only to ensure that pre-selection coaching programmes are arranged regularly but also to take precautionary and preventive measures so that there is no abrupt interruption of these training programmes in future on trivial pleas.

C. TRAINING ABROAD

3.11 The Committee were informed that Northern Railway had sent 48 persons abroad for specialised training during the last three years out of whom 4 belonged^{ed} to SCs and none to ST.

3.12 When the Committee desired to know the reasons for which no employee belonging to Scheduled Tribe category was sent for training abroad, it was stated that the nomination for training abroad was done at Ministry of Railways' level keeping in view the claim of all eligible officers of all Railway Units and not Zonal Railway-wise.

3.13 Elaborating the criteria for selection of candidates for training abroad it was stated that the nominations for training abroad were made on the basis of seniority-cum-suitability, the organisational need, criteria specified by donor countries, instructions of Ministry of Finance and Department of Personnel in the matter. The fact that a person belonged to SC/ST community was, however, kept in view while^{making} nominations for training abroad.

3.14 The Committee are dissatisfied to note that despite the claim that the Railway Authorities keep in mind the interest of employees belonging to SC/ST category while sending employees for training abroad no ST was given representation within the 48 employees sent for such training during the last three years. The Committee, therefore, recommend that in future whenever foreign training proposals are made for the employees of Northern Railway, the seniority-cum-suitability of ST employees be given priority and they should be proportionately represented.

D. FALSE CASTE CERTIFICATE

3.15 The Committee were informed that there were some instances where persons had obtained employment in Northern Railway on the basis of false caste certificates. Elaborating the number of such cases detected and action taken in each case, it was stated that 5 such cases had been detected till date. Out of these in two cases persons had been removed from service after following Discipline and Appeal Rules (D&AR). For one D&AR process was stated to be in progress and for the other two cases, the respective State Authorities had been requested to investigate and advise about the genuineness of these caste certificates.

3.16 In a post-evidence information, it was informed that out of the two cases which had been referred to X civil authorities for their investigation and confirmation of the genuineness of the certificates issued by them, the report from civil authorities was awaited. In one case, the person against whom D&AR Process was in progress had been removed from service.

3.17 Regarding steps taken by Northern Railway to check the recurrence of such cases in future it was stated that the final appointments were not being given to such candidates without getting the caste certificates verified by the issuing authorities.

3.18 To a suggestion made by the Committee that the cases of false caste certificates should be referred to the Police and the district authorities be asked to take some penal action against the persons concerned, the witness submitted :

"I think it is a very valuable suggestion that wherever we find that this kind of forgery takes place, besides removing the concerned employees, we will request the District Magistrate concerned as to whether some penal action can be taken against them."

3.19 The Committee note that out of 5 cases of false caste certificates detected by Northern Railway, in 3 cases the persons have been removed from the service under Discipline and Appeal Rules. The remaining two cases have been referred to Civil Authorities for investigation and confirmation of the genuineness of the certificates issued by them and the report from the Civil Authorities is still awaited. The Committee would like to be apprised of the position as soon as the report from the Civil Authorities is received.

3.20 The Committee recommend that persons found serving Northern Railway on the basis of bogus caste certificates should not only be dismissed from service, but their cases should also be referred to the local police and the concerned District Magistrates for initiating penal action against them so that such people are discouraged ^{and} once/for all to take employment in any other organisation with the help of false caste certificates.

CHAPTER IV

A. REDRESSAL OF COMPLAINTS /GRIEVANCES

4.1 As regards the procedure adopted by Northern Railway for redressing the grievances of Scheduled Caste and Scheduled Tribe employees, the Committee were informed that the grievances of SC/ST employees were registered in a separate complaint register which was being maintained in every office of Northern Railway. The application of SC/ST was forwarded to the concerned office/division for furnishing para-wise comments for factual position to be examined at Head-quarter level. After receiving the required information from the respective offices, individual was advised accordingly. It was simultaneously stated that the complaint registers were checked during the visit of the officers of the Division and Headquarters office as well.

4.2 From a statement furnished to the Committee, it was observed that out of 347 complaints received by Northern Railway from SC/ST employees during the last three years i.e. upto 31.3.1993, 272 complaints were disposed of and the remaining 75 complaints were under different stages of investigation.

4.3 When the Committee desired to know the time taken for disposal of each of the complaints, it was replied that a complaint was generally disposed of within

a period of one month at the minimum and six months at the maximum depending upon the nature and requirement of the complaint.

4.4 During the course of further evidence, the witness however stated that they were trying to dispose of the complaints received from SC/ST employees notwithstanding its nature, within a period of three months at the maximum.

4.5 When asked to furnish the latest position of 75 pending complaints/grievances and the nature of such complaints it was stated that grievances in recruitment, promotion, harassment etc. generally form the basis of complaints lodged by SC/ST employees. It was added that out of 75 pending complaints/grievances, 68 had been disposed of since then and out of these 68 cases finalised, 29 cases were decided in favour of SC/ST employees and the remaining 39 complaints were found to be false and baseless.

4.6 When the Committee enquired about the number of complaints pending for more than a year it was stated that there was only one such complaint, which was under detailed examination so that correct disposal could be ensured. It was simultaneously stated that all the seven pending complaints would be finalised by 31.8.1994.

4.7 The Committee note that a separate complaint register is being maintained at each Divisional Office of Northern Railway to register the grievances of SC/ST employees and these are also being checked during the visit of the officers of the Divisions and Headquarters of Northern Railway.

4.8 The Committee opine that Northern Railway is following a smooth and clear-cut procedure for redressal of grievances and disposing of complaints of SC/ST employees. They would like the Railway to continue the same procedure in future also.

4.9 The Committee note that one out of the seven complaints pending with Northern Railway has not been disposed of even after one year of its pendency. They, however, hope that all the seven pending complaints might have been disposed of by 31 August, 1994 as had been stated to the Committee during evidence. The Committee may be apprised of the position and they would like to recommend that in future all the complaints/grievances of SC/ST employees, notwithstanding their nature, should be disposed of/finalised within a period of three months, as has been assured during evidence, so that these employees do not lose confidence in the institution they work for.

3. APPRENTICESHIP TRAINING SCHEME

4.10 The Committee were informed that Northern Railway was giving 19% and 4% reservation to SCs and STs respectively while selecting candidates for Apprenticeship Training.

4.11 The minimum qualification prescribed for being engaged as apprentice was stated to be 8th standard and above according to the designated grade.

4.12 The number of apprentices taken for training by Northern Railway for their various workshops during the last three years and the number and percentage of Scheduled Castes and Scheduled Tribes amongst them were stated to be as under :

Total No. of App. taken for training	Number of SC/ST		Percentage of SC/ST	
	SC	ST	SC	ST
362	174	08	48.06	2.2

4.13 The number of Apprentices who have been declared successful in such training, the number of Apprentices who have failed, the number of dropped out Apprentices and the number and percentage of SCs and STs among them during the last three years has been stated to be as under :

	Total	SC	ST	Percentage	
				SC	ST
No. of candidates declared successful	173	52	-	37.96	-
No. of candidates declared failed	38	08	01	21.00	2.63
No. of candidates dropped out	91	20	02	20.62	2.06

4.14 During evidence when the Committee desired to know the reasons for which 20 candidates belonging to SC category and 2 to ST category dropped out of the training programme, it was stated that they ^{might have} got better opportunities and alternative employment.

4.15 When asked whether the Apprentices who are declared successful are absorbed in Northern Railway on completion of training, it has been informed that as per extant policy of the Government, the obligation of the Railway is only to impart training to the Apprentices under the Apprentices Act. There is no obligation to absorb them after completion of training.

4.16 The number of candidates who have completed training course and are able to find jobs with Northern Railway during the last three years and the number and percentage of SCs and STs among them has been stated to be as under :

Year	Total Number of Act. Apprentices found jobs	Number of		Percentage of	
		SC	ST	SC	ST
1991-92	-	-	-	-	-
1992-93	-	-	-	-	-
1993-94	25	2	-	8	-

4.17 The Committee note that out of the total number of 362 persons given apprenticeship training during the last three years, only 8 i.e. 2.2% belong to Scheduled Tribe category although the prescribed percentage is at least 4 for such candidates. The Committee, therefore, desire Northern Railway to give adequate representation to Scheduled Tribe candidates whenever Apprenticeship Training Programmes are conducted in future.

4.18 The Committee note with dismay that although 52 candidates belonging to SC category have been declared successful in the Apprenticeship Training Courses conducted by Northern Railway during the years 1991-92, 1992-93 and 1993-94, only two such candidates have been given appointment in the Railway during the aforesaid years. The argument advanced by the Railway Authorities that it is their obligation to impart only Apprentice Training to SC/ST candidates and not the job, is not only evasive but also self-defeating as in the opinion of the Committee the very purpose of imparting such training is meaningless unless and until the trained and successful SC/ST candidates are provided with job facilities by the institution/organisation which itself has trained them. The Committee, therefore, urge upon the Authorities concerned to take a serious note of this casual approach and ensure that as much as possible the trained and successful SC/ST Apprentices are absorbed in the services of Northern Railway.

C. AWARD OF PETTY CONTRACTS

4.19 As regards the procedure followed by Northern Railway in awarding petty contracts the Committee were informed that in terms of Railway Board's instructions contained in their letter No. 91/TG-~~III~~/600/15 dated 6.1.92 applications are invited to award the catering/vending contracts. Then the applications were scrutinized by the screening Committee and approved by the Competent Authority for final decision.

4.20 When the Committee desired to know whether there was any provision to associate a person belonging to SC/ST community with the Screening Committee, it was replied in the negative. On being suggested by the Committee to associate one SC/ST person in the Screening Committee the witness submitted that they would consider the suggestion.

4.21 The Committee have also been informed that no percentage of reservation has been fixed for awarding petty contracts to persons belonging to SC/ST community. During evidence when the Committee suggested that a specific percentage of reservation should be fixed for SC/ST persons while awarding petty contracts the representative of the Ministry of Railways submitted that they would consider that in near future.

4.22 During the course of evidence it was further stated that although in big stations qualification and

experience were taken into account while awarding catering/vending contracts, in small stations persons belonging to SC/ST category were given preference in such contracts.

4.23 When the Committee enquired about the details of petty contracts awarded to SC/ST persons in small stations during the last three years, the following information was furnished;

Year	Total Number of Petty Contracts Awarded	Number of		Percentage of	
		SC	ST	SC	ST
1991-92	8	1	--	12.5	--
1992-93	46	12	--	26.08	--
1993-94	24	1	--	4.16	--
TOTAL	78	14	--	17.09	

4.24 After going through the figure shown above when the Committee desired to know how many applications were received from SC and ST persons for getting petty contracts in small stations, it was replied that 59 applications were received from persons belonging to SC Community whereas no such application was received from anyone belonging to ST community.

4.25 When the Committee expressed their surprise at the non-receipt of a single application from anyone belonging to ST community for getting petty contracts in Northern Railway during the aforesaid years and

and desired to know the procedure adopted by Northern Railway for the advertisement of awarding petty contracts,

It was replied that the advertisement besides being notified to the Employment Exchanges were also informed to the SC/ST Associations and written on the Notice Boards of Railway Stations of Northern Railway.

4.26 To a specific query of the Committee whether these advertisements were also given to the Press it was replied in the negative. The Committee pointed out that the reason for not receiving a single application from Scheduled Tribe persons to get petty contracts in Northern Railway might be attributed to the lack of advertisement of such contracts in the Press and insisted that the advertisements for awarding petty contracts should be communicated to the Press as well. To this the representatives of the Ministry/Northern Railway submitted that they would consider the same in future.

4.27 The Committee note that at present no fixed percentage of reservation has been prescribed for SCs and STs while awarding petty contracts in either big or small stations. They also note that qualifications and experience are taken into account by Northern Railway when petty contracts are awarded in big stations but no such criteria is required for awarding contracts in small stations. The Committee, therefore, recommend that the Ministry of Railway (Railway Board) should consider as has been assured during evidence, fixing a definite percentage of reservation for SCs and STs while awarding petty contracts, *in small and big stations as well as in running trains.* ~~especially in small stations~~

4.28 The Committee would also like the Ministry to associate at least one person belonging to SC/ST category in the Screening Committee appointed to scrutinize the applications received for award of petty contracts so that the economic interest of needy SC/ST applicants is better protected.

4.29 The Committee are constrained to note that not a single petty contract has been awarded to a person belonging to ST category in the small stations of Northern Railway during the years 1991-92, 1992-93 and 1993-94 although 14 such contracts have been awarded to persons belonging to SC community during the same period. The reason for not awarding a single contract to ST person which has been stated to be non-receipt of a single application from these persons in this regard is

surprising keeping in view the vulnerable economic conditions in which the Scheduled Tribes live in. The Committee, therefore, urge upon the Ministry of Railways and Northern Railway to carry out an investigative study to find out the reason for which no application for getting petty contracts is received from Scheduled Tribe people. The Committee would also like the Ministry and Northern Railway to ensure that Scheduled Tribe persons are not prevented either directly or indirectly by the middlemen or musclemen while they apply for petty contracts in Northern Railway.

4.30 The Committee also note that advertisements for awarding petty contracts in Northern Railway are not given to the Press. The Committee feel that this might be one of the reasons for which not a single application has been received in this regard from the Scheduled Tribe people. They, therefore, recommend that in future advertisement for awarding petty contracts should also be invariably communicated to the press besides being notified to the Employment Exchange and SC/ST Associations.

D. SOCIO-ECONOMIC DEVELOPMENT

4.31 The Committee were informed that Northern Railway had not so far adopted any village/villages predominantly inhabited by SCs/STs in the vicinity of their projects for the socio-economic development of SCs and STs. However, it was stated that Scheduled Caste and Scheduled Tribe employees of Northern Railway and their families were given the educational, recreational, medical, sports, scouting and cultural facilities for their better personality development.

When the Committee desired to know whether Northern Railway proposed to undertake any such scheme for the Welfare of SCs/STs in future it was stated that Ministry of Railways was primarily involved in the business of rail transport and had an infrastructure of looking after the Welfare of non-railway Scheduled Castes and Scheduled Tribes.

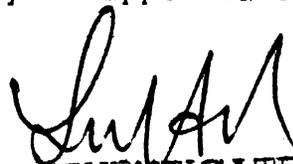
4.32 In context of the then Prime Minister's D.O. letter No. 280/PMO/80 dated 12.3.1980 addressed to Central Ministries when the Committee wanted to know the difficulties faced by Ministry of Railways in accepting the Tribal Sub-Plan (TSP) concept, it was stated that the allocations of outlay in Railway Budget were made project-wise, Plan-head-wise and not State-wise or Region-wise. In view of this, the TSP scheme was not applicable to the Ministry of Railways.

4.33 The Committee are unhappy to note that Northern Railway has so far not adopted any village/villages predominantly inhabited ~~by~~ by SCs and STs in the vicinity of their projects for overall socio-economic betterment of these people. The Committee also fail ~~to~~ to understand the difficulties faced by the Ministry of Railways in accepting the TSP concept in pursuance of the then Prime Minister's D.O. letter even if the allocations of outlay in Railway Budget are made ~~in~~ Project-wise and Plan-head-wise. The Committee, therefore, would like both Northern Railway and the Ministry of Railways to review their policies of not adopting any village/villages and not adhering to the TSP concept and the Committee may be apprised of the position expeditiously.

NEW DELHI,

December 21, 1994

Agrahayana 30, 1916(S)



AUTHENTICATED COPY

PARAS RAM BHARDWAJ

Chairman,

Committee on the Welfare
of Scheduled Castes and
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