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RAILWAY CONVENTION COMMITTEE

(2014)

(SIXTEENTH LOK SABHA)

MINISTRY OF RAILWAYS

(RAILWAY BOARD)

**HUMAN RESOURCE DEVELOPMENT AND
MANPOWER PLANNING IN INDIAN RAILWAYS**



LOK SABHA SECRETARIAT

NEW DELHI

December, 2018/Pausha, 1940 (Saka)

THIRTIETH REPORT
RAILWAY CONVENTION COMMITTEE

(2014)

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MINISTRY OF RAILWAYS
(RAILWAY BOARD)

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PLANNING IN INDIAN RAILWAYS**

Presented to Lok Sabha on 31.12.2018

Laid in Rajya Sabha on 31.12.2018



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NEW DELHI

December, 2018 /Pausha, 1940 (Saka)

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**COMPOSITION OF RAILWAY CONVENTION COMMITTEE
(2014)**

Shri Bhartruhari Mahtab, MP - Chairperson

Members

Lok Sabha

2. Shri Abhishek Banerjee
3. Shri Sanganna Amarappa Karadi
4. Shri K. Ashok Kumar
5. Shri Kamalbhan Singh Marabi
- 6. Vacant***
7. Ramen Deka
8. Shri Janak Ram
9. Shri Rahul Ramesh Shewale
10. Shri Bharat Singh
11. Shri Liladharbhai Khodaji Vaghela
12. Shri K.C. Venugopal

Rajya Sabha

13. Shri Sanjay Seth
14. Shri T.K. Rangarajan
15. Shri Prem Chand Gupta
16. Shri Abdul Wahab
17. Dr. V. Maitreyan
18. Shri Ranvijay Singh Judev

SECRETARIAT

- | | | | |
|----|------------------------|---|---------------------|
| 1. | Smt. Kavita Prasad | - | Joint Secretary |
| 2. | Shri M. K. Madhusudhan | - | Director |
| 3. | Shri D. R. Mohanty | - | Additional Director |

*Vacancy occurred w.e.f. 05th July, 2016 vice Smt. Anupriya Patel was appointed MOS.

INTRODUCTION

I, the Chairperson, Railway Convention Committee (2014), having been authorized by the Committee, present this Thirtieth Report on 'Human Resource Development and Manpower Planning in Indian Railways'.

2. The Committee obtained background material and written information from the Ministry of Railways (Railway Board) in connection with the examination of the subject. The Committee also took oral evidence of the representatives of the Ministry of Railways (Railway Board) on 13th November, 2018. The Committee express their thanks to the representatives of the Ministry of Railways (Railway Board) for appearing before the Committee and also for furnishing requisite written information in connection with the examination of the subject.

3. The Committee considered and adopted this Report at their sitting held on 28th December, 2018. The Minutes of the sitting of the Committee are appended to the Report.

4. For facility of reference and convenience, the Observations/ Recommendations of the Committee have been printed in bold letters in the Report.

New Delhi:
28 December, 2018
07 Pausha, 1940 (SAKA)

BHARTRUHARI MAHTAB
CHAIRPERSON
RAILWAY CONVENTION COMMITTEE

REPORT

PART - I

I. INTRODUCTORY

Indian Railways, with a workforce of approximately 1.3 million, is one of the largest employers in the world. The employees of Indian Railways are spread over different Zonal Railways, Production Units, other Field Organizations and Administrative Offices. Human Resource Management in Indian Railways involves Recruitment, Promotion, Training, Wage and Salary Administration and final settlement of dues. Besides, issues like Industrial Relations and Welfare of the employees also form part of the Human Resource Management.

2. Human Resource Development strategies in Indian Railways have been reoriented towards enhancing the competitiveness in the context of internal and external changes. Manpower Planning system has been redesigned to regulate manpower intake with reference to emerging operational and business needs.

3. With a view to assessing the efficacy of the Human Resource Development and Manpower Planning that have been reoriented and redesigned by the Indian Railways, the Committee took up the subject for examination and report. In the process, the Committee obtained Background Note and Written Reply on the subject matter from the Ministry besides taking oral evidence of the representatives of the Railway Board. The Committee also undertook On-the-spot Study Visits to various Zonal Railways to obtain first hand information at the field level. Based on the written and oral depositions of the Ministry of Railways (Railway Board) and inputs gathered during field visits, the Committee have deliberated upon

the subject matter as enumerated in the succeeding paragraphs followed by their considered opinion/suggestions.

II. WORKFORCE AND VACANCIES

4. The Committee were informed that the strength of Railway employees was 9557 Group A Officers, 7,103 Group 'B' Officers and 13,14,773 employees in Group 'C' and the erstwhile Group 'D' categories. As regards vacancies, the Committee were apprised that as on 31 July, 2018, there were 2.75 lakh vacancies in various category of posts out of which as many as 1,50,323 were in safety categories.

5. Asked to state the measures taken to fill up the vacant posts, especially in Safety categories, the Railway Board submitted as under:

“Filling of vacancies is a continuous process. In reference to Centralized Employment Notification (CEN) No. 01/2018 for a total of 64,371 vacancies (enhanced vacancies) for the posts of Assistant Loco Pilots (ALPs) & Technicians, 1st stage Computer Based Test (CBT) for nearly 47.56 lakh candidates have been successfully conducted in 10 days from 09.08.2018 to 04.09.2018 in multiple shifts. The 2nd Stage Computer Based Test (CBT) is scheduled from 12.12.2018 to 14.12.2018. In reference to Centralized Employment Notification (CEN) No. 02/2018 for a total of 62,907 vacancies for the posts of Level-1 (erstwhile Group 'D' staff), Computer Based Test for about 1.89 crore candidates has been started from 17.09.2018 in multiple shifts and is scheduled to be completed on 17.12.2018. As of now, 72% of the CBT has been completed. A total of 19,100 candidates in Group 'C'

have been empanelled on Indian Railways during the year 2017-18. It is also mentioned that the sanctioned posts in all categories are more than the actual operational requirement because they include an element of Leave Reserve and Rest Givers. This Leave Reserve varies from 12.5% to 30%.”

III. RECRUITMENT AND CAREER PROGRESSION

6. The Committee were informed that recruitment to Group ‘A’ posts was done by the Public Service Commission (UPSC) whereas Railway Recruitment Board (RRB) and Railway Recruitment Cell (RRC) were conducting recruitment to group ‘C’ and Group ‘D’ posts respectively. The Committee were apprised that all Group ‘B’ posts were filled by Departmental Promotion and thus no direct recruitment was done for Group ‘B’ posts.

7. As regards the mode and pattern of recruitment made by RRBs and RRCs, a representative of the Railway Board submitted in evidence:

“There are 21 Railway Recruitment Boards (RRBs). All these posts are advertised in Employment News specifying the eligibility and the number of posts. Indicative advertisement is also published in local newspapers. Railway Recruitment Boards (RRBs) does the selection of all Group C staff. Selection is done by objective type exam and now this exam is conducted on line.

In safety categories like Loco Pilots and Assistant Station Masters (ASMs), an Aptitude Test is also essential before their empanelment. Selected candidates are appointed in different

Divisions after passing the requisite medical examination and other appointment formalities as may be prescribed.”

8. The representative of the Railway Board further apprised:

“The RRCs conduct recruitment for Group D categories. They conduct exam for lowest category of posts like Khalasis, Trackmen, etc. There is written test and then another physical efficiency test.

In RRC recruitment, the procedure is same like RRBs i.e. issue of Employment Notice and objective type test but there is also a physical efficiency test of short listed candidates (which is only of qualifying nature) prior to declaring the final list of successful candidates. Further appointment formalities are done by the respective Divisions where they are to be appointed.”

9. The Committee then asked whether the examinations were conducted in only two languages *viz.* English and Hindi and whether there was any manual evaluations of the answer sheets. In response, the representative of the Ministry stated:

“Sir, the examination is all objective type and it is totally online and machine evaluated. As of date, I am talking of Group C specifically because this forms the bulk. They are being selected through a totally computerized selection system. Question papers are available in 15 languages including Hindi and English. They are all objective type questions and the evaluation is also computerized. There is no individual who does the evaluation.”

10. Referring to the inputs gathered during their field visits, the Committee asked whether people from a particular Zone were given preference for appointment in that Zonal Railway . In reply, the representative of the Railway Board apprised:

“...So, now the problem as I have mentioned earlier is that a person from say North India can file application for RRB Chennai or RRB somewhere else in the South.

We cannot stop that because it is permissible under the rules. But generally the bulk is of that place because there is no manual evaluation. Since 2015, the examination is conducted online. If some problem had come up, it should be during the period before we went online.”

11. The Committee then enquired whether a panel was maintained for immediate recruitment in the event of a candidate from one Zone not joining the service in another Zone. In reply, the representative of the Railway Board deposed:

“We keep replacement panels. In critical categories like drivers and station masters, we keep up to the extent of 50 per cent and in other categories it is up to 30 per cent.”

12. Asked to state the measures taken to iron out the language problem of the persons belonging to one region and posted in another region, the representative of the Railway Board responded:

“One of the questions was about recruitment of people who can communicate properly in the regional language. Earlier what used to happen was that there were Railway Recruitment Boards located at different zones with roughly

one or two Railway Recruitment Boards in every State. Earlier the system was that the communication was not that good. Generally local people used to apply to the local RRBs. Now since it has become online and anyone can apply to any of the RRBs, this problem has come up for Group C people. This problem had always been there in the case of Groups A and B because they are transferred all over the country. For Group A specifically this problem was always there. For Groups C and D it was not there. For Group D this problem is generally not there because it is being conducted by the local Recruitment Cells of the Zones with some candidates coming through RRB from different States. Bulk of the recruitment to Group D is still happening from that State. This is the scenario as on date.”

13. The Committee desired to know the fate of those candidates who preferred one place but got appointed in another place. In response, the representative of the Railway Board stated:

“Then he can ask for a transfer Normally we do permit it.”

14. As regards appointment on compassionate grounds, a representative of the Railway Board deposed in evidence that the Indian Railways were providing compassionate appointments. Asked to state the percentage of such appointments *vis-a-vis* the total appointments, the representative of the Railway Board submitted:

“Right now, Railways are not following a percentage, but we are under pressure to follow it.”

15. Asked to state the specific policy followed by the Railways in giving compassionate appointments, the representative of the Railway Board apprised:

“I will clarify that point. There is a policy of Central Government that compassionate appointments should be limited to five per cent. These instructions were issued by DoPT but as per Allocation of Business Rules, we are empowered to frame our own rules. So, we follow this DoPT circular in the Ministry of Railways at Delhi that is the Railway Board. But so far as the Zonal Railways are concerned, there is no cap. That we have not implemented because we have the authority to frame our own rules. There we are not having any cap. Barring the cases which turn out to be not suitable for compassionate appointment, generally all other cases are considered.”

16. The Committee asked about the cases which were not found suitable for compassionate appointments. In response, the representative of the Railway Board stated:

“The system is that whenever there is a case of death in harness, there is an application made by the widow. If the widow wants to take up the job, it will be her case which will be considered first. Otherwise, it will be one of the children nominated by the widow. If it is a married daughter, then generally that is not allowed.”

17. In response to a specific query of the Committee regarding priority given for compassionate appointments, the representative of

the Railway Board stated that if somebody died on duty, his case would get the highest priority.

18. As regards appointment of sportspersons in Indian Railways, the representative of the Railway Board deposed that the Railways had adopted laid down procedures and they remained one of the best promoters of sportspersons.

19. Asked to state whether the appointment of sportspersons was done at the Divisional level or Zonal level, the representative of the Railway Board submitted:

“It is at both levels. Sometimes, it is also at Board level. If someone is there who has won medal in Olympic Games or in any other International event, then directly sometimes we propose his name for recruitment. Similarly, at Zonal Level, exceptional sportspersons’ names are proposed and we go through the records and depending upon their performance, we give them appointment in a particular Grade. For example, if a person who has played at a State Level, then according to his level of performance, he gets appointment in a particular Grade. Someone who has participated at a National level game, then for him, the category is slightly higher..”

20. In response to a specific query regarding the Career Progression of the employees of Indian Railways, the Railway Board apprised as under:

“Well defined career progression path for all Group-C and erstwhile Group-D Railway employees has been in existence since decades.

The avenue of promotion is reviewed from time to time with a view to ensure timely career progression of the employees and

business needs of the organization. The promotions are done based on assessment of merit and performance of the employees which is recorded in their APAR. Apart from this, there is a provision of fast track promotion through Limited Departmental Competitive Examination (LDCE) and General Departmental Competitive Examination (GDCE).”

21. In the same context, a representative of the Railway Board submitted in evidence:

“We ensure career progression of employees by way of regular selections against higher grade posts as guidelines prescribed. This includes further promotional avenues for promotion to Gazetted posts, both on the basis of seniority and also on competitive examinations.”

IV. MATCHING MANPOWER INTAKE WITH EMERGING BUSINESS NEEDS

22. The Committee were informed that Manpower Planning in Indian Railways was designed to match manpower intake with emerging business needs and financial viability of the system. The Ministry further stated that Manpower Planning by way of identification of surpluses and using them to create posts especially in Safety categories was a continuous process.

23. Asked to state the number of posts indentified as surplus and surrendered/redeployed during the last two years, the Railway Board submitted as follows:

“Indian Railways have surrendered 7598 posts in financial year 2016-17 and 10324 posts in financial year 2017-18 through various work study reports. In this regard it is submitted that

implementation of technological changes is a gradual process. We study the impact of these changes and identify activities/categories of posts becoming redundant and plan the recruitment of fresh staff in such categories taking these changes into account. Those identified as surplus are mainly redeployed within the department and imparted training as necessary.”

24. The Committee then desired to be apprised of the mechanism put in place to periodically review the requirement and redeployment of staff in various categories. In reply, the Railway Board stated as under:

“Requirements of staff are reviewed periodically through Work Studies, revision of yardsticks and benchmarking. At the time of planning for fresh intakes through Railway Recruitment Boards, the future requirements are examined. Many posts have become redundant with change in technology and work practices and these are reviewed. Similarly where there is requirement of staff for new activities, staff are redeployed after giving necessary training inputs for the new assignment.”

25. Asked to state specifically whether Indian Railways had adopted a policy of lay-off or retrenchment of staff, a representative of the Railway Board submitted in evidence:

“On this issue, I would say that we do not go for any lay-off or retrenchment. But if you see over the years, our staff strength has gradually come down and it is only because of induction of technology in every field.”

26. The Committee then queried the methodology devised to tailor the Recruitment and Training so as to adapt to modern technology in Rolling Stocks, Track and Signaling system. In response, the Railway Board stated that the following steps were taken in order to adapt to modern technology in Recruitment and Training:

- As a major IT initiative and to bring transparency and certainty into recruitment process, Online Applications and Computer Based Tests (CBTs) have been introduced in the recruitments made by 21 Railway Recruitment Boards (RRBs).
- Websites for all the 21 RRBs have been put on government domain.
- Improved server capacity and Bank Interface for smooth, glitch free online Application process.
- Candidates/Applicants are alerted at all the stages of recruitment through instant SMSs and emails.
- Google map link for examination centre locations is being provided on e-call letters.
- Introduction of Objection Tracker in CBTs, wherein candidates are shown their Question paper, their attempted answers and correct Answer Keys. They are also given an opportunity to raise objections regarding correctness of questions / answer key, if any.
- Implementation of provision of Mock Test before actual examination. It provides candidates the opportunity of familiarizing themselves with computer based testing.
- Bio-metric and photo capture before exam.
- CCTV surveillance and real time command centre monitoring.

- There are different sets of Training centers for Gazetted and non-Gazetted staff and Multi disciplinary Zonal training centers are both at Zonal and Divisional level.
- Training modules are formulated in view of development of modern technology and refresher training is given to up skill the Railway employees whenever new technology is introduced.

V. SETTLEMENT OF PAYMENT DUES

27. As regards settlement of payment dues to retiring Railway staff, the Railway Board apprised as under:

“Railway employees retire on attaining the age of superannuation which is 60 years. The settlement dues are paid on the last working day to the retiring staff. This system has been in vogue since many years and working successfully. In the Pension Payment Order which is issued to the retiring staff, the name of the family pensioner is also mentioned to ensure that the claim is processed quickly in the event of the pensioner’s demise.”

28. The Committee then desired to know the normal time taken to pay the settlement dues to the retiring employees as well as non-retirement cases such as death, voluntary retirement etc. In reply, the Railway Board stated as follows:

“As regards payments to retiring staff in normal superannuation, the retirement dues are paid at the end of retirement month and copy of PPO etc is handed over on the last working day to the employee in his retirement function. The system in this regard is streamlined so that necessary retirement papers are completed in a time bound manner.

As regards, payments to non retirement cases such as death/voluntary/Discipline and Appeal Rules etc are concerned, instructions have been issued to Zonal Railways/Public Undertakings to make the payments within three months of the death/voluntary retirement etc of the employee. Various time lines indicating the responsibility of the various officials at each stage have been clearly laid down so as to avoid any delay in payment of retirement dues to the beneficiaries.”

29. Asked to state whether any settlement dues were pending with the Zonal Railways beyond the prescribed timeline, as on 31 July 2018, the Railway Board submitted as under:

“Since the system of payment of retirement dues/settlement dues are well laid down, the payments are made within the prescribed time lines. Exceptions may be in those cases where the payment cannot be made because of court cases, legal entanglements, pending disciplinary cases/criminal cases, etc.”

VI. INDUSTRIAL RELATIONS

30. As regards Industrial Relations in Indian Railways, the Ministry apprised as under:

“There are recognized Unions on Indian Railways who are elected through a secret ballot, the last such ballot was held in 2013. At the apex level, the employees federations are the All India Railwaymen’s Federation (AIRF) and the National Federation of Indian Railwaymen (NFIR). Regular consultations and negotiations are held by Permanent Negotiating Machinery

(PNM) which operates at three levels i.e. Division, Headquarters and Railway Board and involves interaction between administration and representatives of recognized unions on staff matters. The agenda is given by the Staff Unions in advance. Union representative are also there in various Committees like Quarter Committee, Hospital Committee and the Staff Benefit Fund.

Besides the recognized Unions, there are various Associations also with whom the Railway administration interact. These are

- All India SC/ST Employees Association
- All India OBC Railway Employees Association

Both these Associations have been given the right to participate in the Quarter and Staff Benefit Fund (SBF) Committees. Meetings are also held with the representatives of these associations also.

Participation of Railway Employees in Management (PREM) is a laid down structure involving administration and unions/associations. PREM meetings look at various ways to enhance productivity and improve working methods. Industrial relations in Indian Railways are exemplary.”

31. The Committee desired to have some specific examples to corroborate the Ministry’s claim that Industrial Relations in the Railways were exemplary. The Committee also queried about the periodicity of the Railway’s interactions with the representatives of various Unions and Associations. In response, the Railway Board submitted as follows:

“The main pillars of Industrial Relations in the Indian Railways are Permanent Negotiating Machinery (PNM), Departmental Council under Joint Consultative Machinery(DC/JCM),

Participation of Railway Employees in Management (PREM) and Staff Councils on Production Units. Industrial Relations in Indian Railways have been exemplary and there has been no major stoppage of work. This feat has been achieved through regular dialogue with the Organised Labour under the above schemes.

As per extant provisions, at Railway Board level, PNM/DC(JCM) meetings are held with recognised Federations/Staff Side. In a calendar year, there is provision for two PNM meetings with each recognised Federation and two DC(JCM) meetings with Staff Side (recognised Federations jointly). Efforts are made to hold meetings with the Federations/Staff Side at regular intervals.

Apart from these formal meetings, separate meetings, formal and informal, are also held with the Federations/Staff Side on important issues/items at various levels of the Ministry.

Meetings under the PNM Scheme are also held at the Zonal HQ level and Divisional level. At the Zonal HQ level, there is provision for four meetings in a calendar year with each recognized Union and at the Divisional level it is six.”

32. Asked to state the impetus given to the Participation of Railway Employees in Management (PREM), the Railway Board deposed as under:

“Under the PREM Scheme, meetings are held at various levels – at the Board, Zonal and Divisional levels in which important issues related to functioning of the Railways including ways and means of improving the efficiency and viability of the Railways are discussed.”

33. A representative of the Railway Board elaborated in evidence:

Participation of Railway Employees in Management, is laid down in a structured way – the administration, the unions and the associations, who participate in the meetings... PREM meetings look at various ways to enhance productivity and improve working methods. Industrial relations in Indian Railways are very good are present and we are not having any IR problems.”

VII. TRAINING

34. As regards the training requirements of both Gazetted and Non-Gazetted staff and the number of Training Centres that have been set up by the Indian Railways, the Ministry apprised as under:

“There are different sets of Training centers for Gazetted and Non-Gazetted staff.

b) There are 7 Training Centers for Gazetted officers and 301 training centers for non-Gazetted employees at Zonal and Divisional levels along with 7 Multi Disciplinary training centres.

The prescribed training modules for all categories, especially safety categories, are being constantly reviewed and revised keeping in view the technological changes.”

35. Asked to elaborate, the Ministry further submitted as follows:

“Seven Centralized Training Institutes (CTIs) cater to the training needs of railway officers. These Centralized Training Institutes, apart from probationary training, cater to various specialized training needs of IR officers.

Training requirements of non-gazetted staff are taken care of by over 300 training centres located all over IR. Training is of three types : Initial (i.e before taking up a working post), Refresher (i.e mid-career) and Specialized courses. Training has been made mandatory at different stages for staff belonging to the safety and technical categories. Certain categories of staff overdue for refresher training are taken off from sensitive duty, till completion of the training.”

36. The Committee then asked whether soft skill training was also imparted to the Railway employees. Responding in the positive, the Railway Board deposed as under:

“The training covers not only the hard skills but soft skills also. Soft skill training is being provided to all frontline staff of the Railways. In addition, Yoga training has been made mandatory in all training institutes. This is to help get the optimum output from the workforce, with higher motivation level and help them become stress free.”

37. Highlighting the important training modules, a representative of the Railway Board submitted in evidence:

“Some important training modules which have been introduced are as under: All frontline staff involved in training operations are trained in special capsule on threat perception and emergency response; training in first aid, fire fighting and use of fire extinguisher; modules on gender sensitization in all the training programmes conducted for officers and employees. We have also introduced customer care training and Yoga and

meditation lessons with an aim to help railway men in coping with stress involved in their jobs.”

38. In response to a specific query, the Railway Board stated that they were encouraging the establishment of Multi-disciplinary Training Centres where cross-functional competencies could be imparted to the employees from different functional areas.

39. A representative of the Railway Board elaborated in evidence:

“There are multi-disciplinary training centres where employees from all the streams are trained. Like safety courses are common for all.

So, it is the same course which is attended by a mix of people. There are courses which are of different streams but conducted in the same training centre. Both the things exist. Both ways, these are called Multi-disciplinary Training Centres. Traffic people are being trained, other mechanical and electrical engineers are also being trained.”

40. The Committee then desired to know whether the Railway employees were sent to foreign training. In reply, the representative of the Railway Board apprised:

“Apart from in-house training, railway employees are also sent to foreign training under transfer of technology and are also provided training in leading training institutes within India. About 3.5 lakh employees are imparted training annually in Indian Railways which is roughly more than a quarter of our total staff strength.”

41. Asked to state the extent to which the training programmes had effected better Manpower Planning, the representative of the Railway Board submitted:

“Basically if we take this specific subject of increasing speeds and increase in technology, I would like to concentrate on some of the things. The first example which you had given in your opening remarks is that from steam we have come to diesel and now, we are shifting from diesel to electric. Sir, steam has gone, of course, way back in 1989 or so. A big chunk of the steam drivers were then trained to operate diesel locomotives also and quite a number of them were there who used to drive both. Training was given to the remaining drivers. By now, most of that particular group, have retired. Today, we are having crew who are trained and can operate both electric and diesel locomotives. With the reducing number of diesel locomotives, more and more diesel crew are being trained for operating electric locomotives. With increased speed, one major factor that changes is track technology and signalling technology. So, with track technology changing, again we have continuous and periodic training programmes. Our front line staff are trained to get accustomed to the change in technology. At the same time, when the signalling technology is increasing, our selection of people has also marginally changed. The qualifications and standards have changed. It is going more towards electronics. Earlier if you go back 20-30 years, it was mostly mechanical, then it became electro-mechanical and now it is entirely electronics. So, the training and induction have been changed in these two areas.”

42. In response to another specific query regarding the endeavors of the Indian Railways to make Human Resource development and Manpower Planning more effective, the Railway Board submitted as follows:

“It is constant endeavour of Railway to make Human Resource Development more effective. A 5-days on-job training or classroom training was given to all 13 lakh employees of Indian Railways under ‘Project Saksham’ to enhance the skilling abilities. All Zonal Railways and Production Units have been advised that the Training Centres are to be re-organized to create Multi-Disciplinary Training Centres at Zonal and Divisional level for better utilization of infrastructure, impart quality training and make training cost effective.”

43. Asked to state the robust mechanism put in place to ensure strict adherence by the Zonal Railway to the instructions issued by the Railway board regarding Recruitment, Promotion, Training etc., the Railway Board apprised as under:

“Policies regarding recruitment, promotion and training for non-gazetted railway staff is issued for implementation to all Zonal Railways/PUs from time to time. As and when it has come to the notice of Railway Board that instructions issued by Railway Board are not being complied with by Zonal Railways/PUs then instructions have been reiterated for strict compliance of the instructions w.r.t. recruitment, promotion and training.”

44. The Committee then desired to know the specific efforts made by the Railways to improve the living conditions in Training Hostels, provide better users facilities and strengthen recreational and

cultural activities for the workforce. In reply, the Ministry stated as under:

“Indian Railways’ staff welfare schemes cover a wide spectrum of activities in the areas of education, medical care, housing, sports, recreation etc. which cater to all railway employees. On Indian Railways, Staff Benefit Fund has been created for the welfare of non-Gazetted Railway employees and their wards, through which, among other welfare schemes, the following recreational activities are undertaken :

- Recreation other than sports, the scope of which includes recreational facilities, purchase of gym equipments, employees/wards’ holiday camps, study tours, etc.
- Recreational facilities at Institutes and Clubs etc.
- Promotion of Cultural Activities.

As regards cultural activities, Inter Railway Cultural Competitions are held every year in Indian Railways in three items viz. Dance, Drama and Music.”

VIII. FUND ALLOCATION AND UTILISATION

45. In response to the Committee’s query regarding fund allocation towards Human Resource Development and Manpower Planning from 2013-14 to 2017-18, actual utilization each year and reasons for shortfall, if any, the Ministry furnished the following statement:

(In Crore of Rs.)

Year	Allocation	Actual
2013-14	506.24	426.69
2014-15	623.11	567.89
2015-16	631.16	559.06

2016-17	722.27	633.67
2017-18	817.98	693.81

46. The Ministry stated that as could be seen, the funds allotted for the above purpose have been optimally utilized and there is no significant shortfall.

47. Asked to furnish the scheme-wise fund allocation and utilisation during the said years, the Railway Board provided the following detailed information:

Expenditure on Training on Indian Railways (Rs. In Crore)

	RE 2013- 14	Actual 2013- 14	RE 2014- 15	Actual 2014- 15	RE 2015- 16	Actual 2015- 16	RE 2016- 17	Actual 2016- 17	RE 2017- 18	Actual 2017- 18	BE 2018-19
Major Head 3001 & 3002- SMH- 10 (Misc. Working Expenses)- MH 5-500 (Cost of Training of Staff) Zonal Trg Schools etc.	318.64	318.00	471.22	427.34	459.16	416.82	486.11	440.23	499.95	463.26	511.67
Major Head 3001-Misc. Expenditure General (Annexdure- C II- Centralised Training Facilities)	117.24	102.43	131.51	125.25	137.00	120.96	172.44	154.01	172.00	151.31	185.00
Mjaor Head 3001-Misc. Expenditure General (Training expenses of Railway staff abroad/in India)	70.36	6.26	20.38	15.30	35.00	21.28	45.00	21.37	29.60	17.15	65.00

Major Head 5002 & 5003 Capital Expenditure (PH-65-Trg & HRD)*							18.72	18.06	116.43	62.09	118.00
Total	506.24	426.69	623.11	567.89	631.16	559.06	722.27	633.67	817.98	693.81	879.67

* A Separate planhead 65-Training/HRD has been introduced in 2016-17. Before that, all expenditure for acquisition, construction & replacement of training related assets was included under plan head 64-Other Specific Works. Therefore, expenditure on training facilities etc. under Capital Section, prior to 2016-17 is not segregable.

48. On the issue of separate Plan Head and autonomy given to the Zonal Railways for utilization of funds, a representative of the Railway Board submitted in evidence:

“Actually, earlier there was no separate Plan Head. I think, two years back, a separate Plan Head-65 has been created and now the Railway Board allocates funds to that and distributes it to the Zones and whatever work is to be done on that, that is decided by the Zones.”

PPART-II

OBSERVATIONS/RECOMMENDATIONS

1. Human Resource Development strategies in Indian Railways have been reoriented to enhance competitiveness. Similarly, Manpower Planning system has been redesigned to regulate manpower intake according to the emerging operational and business needs. The bulk of the staff strength in Indian Railways are in Group 'C' and erstwhile Group 'D' categories viz. 13,14,773 employees in these two categories. The Committee are deeply concerned to observe that as on 31 July, 2018, there were 2.75 lakh vacancies in various categories of post out of which as many as 1,50,323 vacant posts were in safety categories. The Committee find that filling of vacant posts is in different stages of implementation as on 17 December, 2018. In view of the fact that large number of vacant posts, especially in safety categories, can seriously jeopardize smooth train operations, the Committee impress upon the Railway Board to ensure expeditious filling up of the vacant posts within a definite time line and prioritizing the operational requirements.

2. The Committee note that Group 'A' Officers in Indian Railways are inducted through UPSC whereas Railway Recruitment Boards (RRBs) and Railway Recruitment Cells (RRCs) conduct examination for appointment to Group 'C' and Group 'D' category of employees. No direct recruitment is

done for Group 'B' officers. As regards appointment of people who can communicate properly in the regional language at the place of their posting, the Committee find that the problem has always been there for Group 'A' and Group 'B' officers who are transferred all over the country. As far as Group 'C' Officers are concerned, the problem was not there earlier as the local people used to apply to the local RRBs. But after the recruitment system for Group 'C' staff was made online w.e.f. 2015, the communication problem has cropped up in this category also. Though the problem is not there for the erstwhile Group 'D' category staff, bulk of whom are appointed locally, the Committee are concerned to note the language problem for Group 'A', 'B' and 'C' employees in the event of their posting outside the state to which they belong. As public interaction is a common phenomenon for the Railway employees, the Committee exhort the Railway Board to look into the existing communication problem and address it by imparting crash courses and taking other appropriate measures as deemed fit.

3. The Committee take note of the Railway Boards' assurance that normally they do consider transfer requests of the outstation employees to their native States/preferred place of posting. The Committee trust that the Railways would continue to adhere to the extant practice in the interest of their own employees.

4. As per Allocation of Business Rules, instructions have been issued by the Department of Personnel and Training (DoPT) to limit the compassionate appointments to five per cent. The Committee note that the Ministry of Railways follow this DoPT instruction at the Headquarters level. But, for the Zonal Railways this maximum cap is not applicable as the Railways have been authorized to frame their own Rules at the Zonal level. Appreciating the delegation of authority to the Ministry of Railways to frame their own Rules on compassionate appointments at the field level, the Committee desire the Railway Board to ensure that there is no slightest delay in compassionate appointments by the Zonal railways as they are not bound by the five percent cap. Commending the practice followed by the Railways in according highest priority to the case of the employees who die on duty for compassionate appointments to their family members, the Committee would like the Railways to continue with the practice on humanitarian grounds and in the principle of natural justice.

5. The Committee note that Indian Railways have adopted laid down procedures for appointment of sportspersons who have excelled in their respective streams at State, National and International levels. While lauding the endeavours of the Railways in promoting the sportspersons, the Committee hope that Indian Railways would continue to remain one of the best promoters of the sportspersons by giving them

suitable appointments and incentives, according to their performance at various levels.

6. The Committee appreciate that Indian Railways review the avenue of promotion from time to time with a view to ensuring timely career progression of the employees and business needs of the organisation. Such promotions are done both on the basis of seniority and through competitive examinations. As promotional avenues and career progression of the employees are critical components to keep them motivated, the Committee desire that the Railways should ensure timely promotion of the deserving employees.

7. The Committee note that requirements of staff in the Railways are reviewed periodically through work studies, revision of yard sticks and benchmarking. Further, the impact of technological changes are studied, activities/categories of post becoming redundant are identified and recruitment/redeployment of staff is accordingly planned. The Committee find that based on such exercises, Indian Railways have surrendered 7598 surplus posts in 2016-17 and 10324 posts in 2017-18. However, it remains a matter of great consolation that Indian Railways do not go for lay-off or retrenchment of the surplus staff, rather those identified as surplus are mainly redeployed within the department and imparted training as necessary. The Committee are of the considered opinion that the measures taken by the Railways towards recruitment of fresh staff and

redeployment of surplus staff are in right direction and should be persisted with unabatedly so as to assure that manpower intake is matched with business needs and surplus staff is suitably redeployed with requisite training.

8. The Committee note that the payment system to the retiring railway staff in normal superannuation has been streamlined so as to complete the necessary retirement papers in a time bound manner and as a result the retirement dues are paid at the retirement month itself. As regards payments in non-retirement cases such as death, voluntary retirement etc., the Committee observe that instructions have been issued to the Zonal Railways/PUs to make the payments within three months of the death/voluntary retirement etc. of the employees. The Committee recommend that the monitoring system at the Railway Boards level be strengthened to ensure that the instructions issued to the Zonal Railways and Railway PUs are strictly adhered to by them for making payment of dues in non-retirement cases like death, voluntary retirement etc. within the stipulated time frame of three months.

9. The Committee note that the main pillars of industrial relations in the Indian Railways are Permanent Negotiating Machinery (PNM), Departmental Council under Joint Consultative Machinery (DC/JCM), Participation of Railway Employees in Management (PREM) and Staff Councils on Production Units (SCPU). The Committee also note that

through these initiatives regular meetings are held with Federations/Associations/ Employees etc. on important issues/ items at various levels. As a result of such initiatives, the Ministry have claimed that industrial relations in Indian Railways have remained exemplary and there has been no stoppage of work. While appreciating the efforts made by the Railways in engaging the Associations and employees on important issues relating to the overall functioning of the Railways, the Committee desire that such periodical/regular dialogues between the management and the employees be further encouraged to enhance productivity and leverage the working standards.

10. The Committee note that for Gazetted Officers of the Indian Railways, there are seven Centralized Training Institutes (CTIs) which, apart from providing probationary training, also cater to various specialized training needs of the officers. Similarly, there are 301 Training Centres at the Zonal and Divisional levels where the non-Gazetted employees are imparted three types of training viz. initial, refresher and specialized courses. In addition, seven Multi Disciplinary Training Centres have been established where employees from all the streams are trained. The Committee are glad to note that the prescribed training modules for all the category of employees are being constantly monitored and revised keeping in mind the technological changes. What is more encouraging is the fact that Yoga training has been made mandatory at all the Training Centers for the

employees to make them stress free and perform to the optimum. Apart from the in-house training courses, the Railway employees are also sent to foreign training under transfer of technology. The Committee would like the Railways to maintain the well structured training modules and programmes as per the prescribed periodicity so that employees get accustomed to technological changes and enhance their cross-functional competencies and skilling abilities.

11. The Committee note that as and when it comes to the notice of the Railway Board that their instructions for implementation of the policies regarding Recruitment, Promotion and Training are not complied with by the Zonal Railways/PUs, such instructions are reiterated for strict compliance. The Committee desire that along with reiteration of the instructions, accountability be fixed for repeated non-compliance so as to ensure actual and effective implementation of the policies issued towards Recruitment, Promotion and Training in the Indian Railways.

12. The Committee appreciate that Staff Welfare Schemes in Indian Railways cover a wide spectrum of activities in the areas of education, medical care, housing, sports, recreation, cultural activities, staff benefit fund etc. The Committee would like to encourage the Railways to keep up the commendable Staff Welfare measures which would certainly

boost the morale of the Railway employees resulting in maximum professional output from them.

13. The Committee are not in agreement with the Ministry's submission that there has been no significant shortfall in optimally utilizing the funds allocated towards Human Resource Development and Manpower Planning in general and training programmes in particular. As a matter of fact, there has been consistent shortfall in the utilization of funds over the years viz. Rs. 70 crore (approx.) in 2015-16, Rs. 90 crore (approx.) in 2016-17 and Rs. 124 crore (approx.) in 2017-18. However, now that a separate Plan Head for Training Courses has been created and functional autonomy accorded to the Zonal Railways, the Committee urge the Railway Board to ensure optimal utilisation of Rs. 879.67 Crore, as allocated during 2018-19 for the purpose, by the Zonal Railways so that intended objectives of imparting Training programmes are achieved to the maximum.

New Delhi:
28 December, 2018
07 Pausha, 1940 (SAKA)

BHARTRUHARI MAHTAB
CHAIRPERSON
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