

STANDING COMMITTEE ON RAILWAYS

(2007-08)

FOURTEENTH LOK SABHA

**MINISTRY OF RAILWAYS
(RAILWAY BOARD)**

‘INDUSTRIAL RELATIONS AND STAFF WELFARE IN RAILWAYS’

THIRTY THIRD REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

12 September, 2007/ 21 Bhadrapada, 1929 (Saka)

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Presented to HS on14.09.2007

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**LOK SABHA SECRETARIAT
NEW DELHI**

12 September, 2007/ 21 Bhadrapada, 1929 (Saka)

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COMPOSITION OF THE STANDING COMMITTEE ON RAILWAYS (2007-08)

Shri Basudeb Acharia - Chairman

MEMBERS**LOK SABHA**

2. Shri Prasanna Acharya
3. Dr. Dharendra Agarwal
4. Shri Atiq Ahamad
5. Shri S. Ajaya Kumar
6. Shri Bapu Hari Chaure
7. Shri H.D. Devegowda
8. Shri Kishan Lal Diler
9. Shri Giridhar Gamang
10. Shri Anwar Hussain
11. Shri Mahesh Kumar Kanodia
12. Ch. Lal Singh
13. Shri Ananta Nayak
14. Shri Laxmanrao Patil
15. Shri A. Sai Prathap
16. Shri Kishan Singh Sangwan
17. Shri Iqbal Ahmed Saradgi
18. Shri Manik Singh
19. Shri K. Subbarayan
20. Shri C.H. Vijayashankar
21. Vacant

RAJYA SABHA

22. Shri Karnendu Bhattacharjee
23. Maulana Obaidullah Khan Azmi
24. Shri Satyavrat Chaturvedi
25. Shri Lalit Kishore Chaturvedi
26. Shri Shreegopal Vyas
27. Shri Tarini Kanta Roy
28. Shri A. Elavarasan
29. Shri Isam Singh
30. Shri Harendra Singh Malik
31. Shri Abani Roy

LOK SABHA SECRETARIAT

- | | | | |
|----|-----------------------|---|----------------------------|
| 1. | Dr.(Smt.) P.K. Sandhu | - | Additional Secretary |
| 2. | Shri A. Louis Martin | - | Joint Secretary |
| 3. | Shri V.S. Negi | - | Director |
| 4. | Shri Hoti Lal | - | Deputy Secretary |
| 5. | Smt. Rashmi Roy | - | Senior Executive Assistant |

INTRODUCTION

I, the Chairman of the Standing Committee on Railways (2007-08), having been authorized by the Committee to present the Report on their behalf, present this Thirty Third Report of the Committee on 'Industrial Relations and Staff Welfare in Railways'.

2. The Committee took evidence of the representatives of the Ministry of Railways (Railway Board) on 21.06.2007, 13.07.2007, 03.08.2007 and 29.08.2007, All India Railwaymen's Federation (AIRF), National Federation of Indian Railwaymen (NFIR), All India RPF Association (AIRPFA), All India Loco Running Staff Association, All India OBC Railway Employees' Federation, All India SC & ST Railway Employees Association on 23.07.2007 and Ministry of Labour on 22.08.2007.

3. The Committee considered and adopted the Report at their sitting held on 12.09.2007. Minutes of the sittings held on 21.06.2007, 13.07.2007, 23.07.2007, 03.08.2007, 22.08.2007, 29.08.2007 and 12.09.2007 form Part-III of the Report. For facility of reference, the recommendations/observations of the Committee have been presented in thick type.

4. The Committee wish to express their thanks to the officers of the Ministry of Railways (Railway Board), Ministry of Labour and Railway Trade Unions/Associations for appearing before the Committee and furnishing the material and information which the Committee desired in connection with the examination of the subject 'Industrial Relations and Staff Welfare in Railways' and sharing with them the issues concerning the subject which came up for discussion during evidence.

NEW DELHI;
12 September, 2007
21 Bhadrapada, 1929 Saka

BASUDEB ACHARIA
Chairman,
Standing Committee on Railways

PART-I

BACKGROUND ANALYSIS

I. History of Trade Unions

History of Trade Unions in Indian Railways dates back to 1897. In the beginning, on the Indian Railways there was no established structure or system for Industrial Relations. Agitations were mostly the source of workers' demand with the management. In 1897, a Union of Railway employees by the name of Amalgamated Society of Railway Servants in India & Burma came up as a sequel to a strike by the guards of that Company. Between 1897 and 1919, a large number of unions sprang up and many of them cut across staff categories and, therefore, laid the framework of the broad labour fronts. These unions were functioning in isolation and there was growing consciousness that the labour was not unified enough to negotiate from a position of strength. Ill-organized protests and isolated agitations continued to take place on different Railways for some localized and immediate demand without any long term class consciousness and gain. In 1925, all the unions came together to form All India Railwaymen's Federation (AIRF), which continue to exist even today.

1.2 Indian National Railway Workers' Federation (INRWF) was formed in 1947 and it was granted facilities for consultation in December, 1949. In 1952 both the federations were merged and this resulted in the emergence of a single federation for labour on the Railways, which called itself the National Federation of Indian Railwaymen (NFIR). This was perhaps the most noteworthy feature in the Indian Railway's labour movement. But unfortunately, during the subsequent years there came a phase of deterioration in the labour movement, thereby depriving the Railway workers of having a unified labour representation. A maturity in approach was noticed subsequently during the first half of 1950s, but it was shortlived. In 1955, some former Members of the AIRF held a separate convention. That resulted in the revival of AIRF in August, 1957. Though considerable efforts were made by the then Railway Ministers in 1957 and in 1973-74 to unite both the recognized Railway Federations viz., AIRF and NFIR but amalgamation couldn't materialize. Both these unions have affiliates in

all the zonal railways, which are recognized by the General Managers.
Zone-wise names of the recognized unions/associations are given in Appendix I.

II. Recognition of Trade Unions

2.1 Rules for recognition of Unions/Associations of non-gazetted Railway employees are set out in Part B of Chapter XXV of Indian Railway Establishment Manual (IREM) Vol. II. Conditions precedent to the recognition of a union by Railway Administration are as follows:-

- A) The Union must consist of a distinct class of Railway servants and must not be formed on the basis of any caste, tribe or religious denominations or of any group within or section of such caste, tribe or religious denominations;
- B) All the Railway servants of the same class must be eligible for membership;
- C) The Union must be registered under the Trade Union Act, 1926; and
- D) The Union should have a membership of at least 30% of the non-gazetted employees whom it seeks to represent. The support of 30% staff being assessed on the basis of annual returns filed by them with the respective Registrar of Trade Unions.

The minimum percentage of membership for grant of recognition of Unions was raised from 10% to 15% in 1961 and later on to 30% in 1985 on the recommendations of the Railway Reforms Committee.

2.2 The Ministry of Railways stated in a written reply that generally, as a practice, the recognition of the Unions has been given by the General Managers on the basis of returns filed by the claimants with the Registrar of Trade Unions.

2.3 It has been stated by the Ministry of Railways that instructions were issued by the Railway Board on 26.06.2002 to consider recognition of affiliates of Bharatiya Railway Mazdoor Sangh (BRMS), on the principle of ensuring minimum 30% minimum membership on concerned Zonal Railways on the basis of annual returns filed by them. This consideration for recognition was challenged by Southern Railway Mazdoor Union (SRMU) in the Hon'ble High Court/Madras who set aside the order dated 26.06.2002 and observed that the current system of verification of membership of the Unions was not correct and a method should be devised to ensure representative character of the Unions and to establish

exclusive membership of Railwaymen to Unions through a well-defined concrete system. The Hon'ble Court discussed 'Check-off System' and 'Secret Ballot System' for the same.

2.4 The judgment of Madras High Court was contested by way of two Special Leave Petitions (SLPs) - one filed by BRMS and the other by the Railway Ministry. Both the SLPs were dismissed. While dismissing the SLP filed by the Department, the Supreme Court is stated to have observed on 08.03.2004 as under:

"..... The High Court's reasoning for requirement of 30% membership exclusively for the membership of the staff with the union is upheld. The High Court has correctly relied upon the decision of this Court in Food Corporation of India Staff Union Versus Food Corporation of India represented in AIR 1995 SC 1344 to hold that the method was natural, rationale and viable alternative."

2.5 It has been stated by the Ministry of Railways that the issue of adopting a method of establishing exclusive membership of a Railway employee to a union was examined in detail by the Railway Board. Hon'ble MR reportedly ordered that Railway Administration should go for Secret Ballot and only those unions should be recognized who get the support of minimum 35% of the staff.

2.6 Subsequently, a Full Board decision was stated to have been taken on the modalities to conduct elections through Secret Ballot to give recognition to Unions which, inter-alia, stated that it should not be mandatory for Unions to achieve a minimum of 35% votes of the total votes polled. In lieu, the two Unions ranking first and second based on total votes achieved should be given recognition. Similarly, for the purpose of giving recognition to Federations, the unions achieving first and second rank on the basis of total votes achieved on all India basis should be given recognition. As the norm of 35% minimum votes was not to be adhered to in this process, the papers were reportedly put up for obtaining the approval of Hon'ble MR to the Board's decision of constituting a Committee on Secret Ballot and revised system of giving recognition to Unions.

2.7 In the meantime, in a court case filed by BRMS in Delhi High Court, the Hon'ble High Court is stated to have ordered on 01.12.2006 to complete the process of holding election through Secret Ballot within a period of six months and the Railway should not interfere with the percentage i.e. 30% of the said strength required for recognition of a Union as elucidated by the Hon'ble

Supreme Court in their Order dated 08.03.2004. The Ministry of Railways have stated that on the Railway Board's application, the Hon'ble High Court, Delhi vide Orders dated 22.03.2007 restored the power of Railway Board to fix the percentage for recognition and further directed to hold elections within six months' time w.e.f. 22.03.2007.

2.8 Consequently, the Ministry of Railways have constituted a Committee under the Chairmanship of Shri C.L.Kaw, (Retired, Chairman, Railway Board) for holding the Secret Ballot for recognition of Railway Trade Unions.

The Terms of Reference of the Committee are as under:

- i) to frame the modalities to conduct the secret ballot to recognize the Unions;
- ii) to form code of conduct/discipline for the elections on the lines of Code of discipline of Ministry of Labour suitable for Indian Railways;
- iii) to function as a nodal body for conducting and supervising the secret ballot; and
- iv) to suggest the Mechanism for arbitration on disputes arising out of elections.

2.9 The term of the High Level Committee under Shri C.L. Kaw will be from the date of Constitution of the Committee to two months from the date of holding election or one year whichever is earlier. This Committee has been constituted as a nodal body for conducting and supervising the secret ballots for the first time. The modalities like periodicity of elections, etc., will be decided by the Committee.

2.10 It has been stated that views/suggestions of many of the Trade Unions have been received which will be kept in view at the time of framing the modalities for conducting the Secret Ballot.

2.11 The report of Kaw's Committee is stated to be under finalization(as on 29.08.2007). It has been stated that the Committee has given the modalities and those are being examined by the Railways.

2.12 The Committee pointed out in the context of secret ballot for deciding the recognition of Unions, that the two recognized unions get a number of facilities such as free passes to travel and campaign, which are not available to other registered unions and suggested that there should be level playing field for all

the unions to make the election fair. A representative of the Ministry of Railways said in response that this aspect is being looked into by Kaw's Committee.

2.13 The All India Loco Running Association has suggested that before holding election at least for one year the unions should be derecognized.

2.14 A suggestion was made by some of the representatives of Railway Unions when they appeared before the Committee that holding of proposed secret ballot should be entrusted to Chief Labour Commissioner. Asked about the views of the Ministry of Labour, in this regard, the Secretary, Ministry of Labour stated during oral evidence as under:-

"In the Central sphere there is no law for either verification of trade unions' membership or recognition of trade unions. In a limited number cases, in respect of small establishments, secret ballot elections are held as per Code of Discipline. According to this Code of Discipline, which has no statutory force, elections can be held by Secret Ballot if the management and all the registered trade unions operating in the establishment give their consent for such secret ballot elections. In case of Railways, there are number of registered trade unions which may or may not give consent for secret ballot. I may also mention that the Railway have not accepted the Code of Discipline.

Of course, the main issue is that we have no manpower..... There is no possibility for us to make verification because we do not have any power under the law."

2.15 To a pointed query as to whether, if the Railway management approached the Chief Labour Commissioner, he would be able to undertake the verification exercise, the Labour Secretary said that it was not the assigned role of the Central Labour Commissioner to conduct this kind of verification and explained as under:-

"As per the Trade Union Act of 1926, which has been amended from time to time, the Central Government is, of course, the appropriate authority for Trade Unions whose objects are not confined to one State, and the State Governments are the appropriate authority for the rest of the Trade Unions. In 1952, there has been some arrangement whereby the Central Government delegated its power of registration to the State Governments. The Registrars have been appointed by the State Governments, and these Registrars are Registrars for Trade Unions in the Central sphere. Even though it may be an Undertaking technically for purposes of conciliation, and it is the Chief Labour Commissioner who will intervene if there is any dispute. It is the State Government, which has appointed Registrars for purposes of registration, and by the Executive instructions, the State

Governments under whose territorial jurisdiction the head office of the Trade Union in the Central sphere is located, is empowered to register the Trade Union. This is the position legally and otherwise in terms of both logistics, and in terms of the work that the CLC is expected to do.

The CLC is expected to be constantly watching over what is happening in industrial relations in the Central sphere. Just as in the State Government, they have Labour Commissioners for those Undertakings and industries for which the appropriate government are State Governments. Therefore, the CLC who has offices like the Regional Labour Commissioners, etc. are watching out for this also. In addition, I would say that compliance of laws for instance of the Building and other construction workers and conciliation in central sphere are their activities and recognized workload.

Registration of Trade Union, actually is not being done by CLC's organization. This is the factual position with regard to this issue."

The Ministry of Labour stated in a written reply in this regard,

"The largest union in respect of which the CLC(C) Organisation held secret ballot election is in Food corporation of India in 2002 involving 60,000 workers as per the direction of Hon'ble High Court/supreme Court. When Bharat Sanchar Nigam Ltd. (BSNL) authorities approached the Ministry to conduct secret ballot election in BSNL involving 4 lakhs employees posted across the country, the requirement of polling personnel assessed was more than 10,000. The strength of officers of the CLC(C) Organisation in position i.e. 130 LEO(C), 58 ALC(C), 28 RLC(C), 16 Dy.CLC(C) was found absolutely inadequate to perform the task of secret ballot election in BSNL. Accordingly, Ministry of Labour have decided that BSNL authority may hold the election and officers of CLC(C) Organisation would work as observers to ensure a free & fair election. Two elections have already been held in BSNL with the assistance of the Observers provided by the CLC(C) Organisation.

Railway is five time bigger the number in terms of manpower with nearly 4000 railway stations, 11000 railway crossings, with innumerable establishments, many of them in remote areas. The strength of the CLC(C) Organisation cannot match with the massive task of secret ballot election for nearly 19/20 lakh employees posted throughout the length and breadth of the country."

A representative of the Ministry of Labour stated in this connection as under:-

"I am having less than 100(one hundred) Group A officers under me. Command and control will be very difficult because Railways is a vast organization. At best, we can be observers, if needed and as we have done in case of BSNL, who were having four lakh employees".

2.16 When enquired, how verification was done in BSNL and how the election was conducted, the witness said,

"The employer took all the guidance from us and they conducted the elections themselves. We have provided them with 100 odd observers to observe that it is free and fair."

To a query about the periodicity of holding elections, a representative of the Ministry of Labour stated during evidence as under:-

"IT would suggest that it is better to have four years because two years will be too short for such a gigantic task. As per the code of discipline, the period is two years. ; But BSNL people did after four years."

2.17 When the Committee desired to know whether Secret Ballot elections can be completed before 22.09.2007, a representative of NFIR during evidence submitted the following:-

"It would not be possible because first of all the voters list should be prepared; photo ID card should be prepared; voters list should be made available to all the registered Unions, etc. Thereafter, they should be given time to raise objection, and then time schedule should be decided. We have yet to receive the voters' list. Therefore, it may not be possible to hold elections before 22 September 2007."

2.18 There are a number of production units in Indian Railways like Chittaranjan Locomotive Works, Diesel Locomotive Works, Rail Coach Factory, Integral Coach Factory, Rail Wheel Factory, etc. These production units do not have unions and they have only staff council. Pointing out that the workers in these units are not in a position to raise their grievances in PNM meetings and that this would be possible, if they are allowed to form their own union, the Committee enquired from the representatives of the Ministry of Labour as to whether they consider these production units as factories. In response, the Secretary, Ministry of Labour said,

"I have not gone into the way these production units are being run – whether as departmental undertakings or otherwise. I would feel that as we define it under our law, they would qualify to be called 'factories', thereby they would be entitled. I am giving my first reaction to this – that they would be entitled to have unions. Our law is very clear in its definition of factory. That is related to power and the number of people. I am sure they are using power."

2.19 When this matter was raised during oral evidence of the Ministry of Railways, a representative of the Ministry stated,

"Sir, in 1969 this issue had again been raised by our recognized unions and this issue was taken right up to the Cabinet level and the Cabinet had agreed with the view that the Staff Council should continue and the

Industrial Disputes Act should not be applicable. It was a very thoughtful decision in the production units."

The witness added,

"In 2002, the Federation has again raised this issue in the PNM and the Departmental Council, the JCM. In 2004, it went to the full Cabinet again and this view was retained that the Staff Council should continue. The full Cabinet took a decision in 2004"

III. INDUSTRIAL RELATIONS

3.1 The Indian Railways employs the largest number of staff in the country. It has a total staff strength of 14.1 lakhs. It is a unique organization, which lays stress on staff welfare and thorough industrial relation machinery. The Industrial Relations on Indian Railways have a very well structured mechanism at all levels of the organization. The main pillars of Industrial Relations are Permanent Negotiating Machinery (PNM), Departmental Council (DC-JCM), Participation of Railway Employees in Management (PREM) and Staff Councils for Production Units.

3.2 Industrial Relations on Indian Railways ensures free and frank exchange of views between the organized labour and the management at all levels to ensure greater transparency in the decision making process. Besides participating in the meetings of the PREM (Participation of Railway Employees in Management) group at the Apex, Zonal and Divisional levels, leaders of both the recognized Federations also participate in General Managers' and Chief Personnel officers' Conferences held at the Railway Board Level. Participation of the recognized Unions in Principle/Divisional Officers' Meeting had also been ensured at the Zonal/Divisional levels, resulting in effective and meaningful involvement of staff in achieving the corporate objectives.

3.3 It is also responsibility of Industrial Relations Directorate to see that the extant orders/policies issued by the Government of India for the welfare of employees and their families are implemented in its true spirit. In addition, facilities which are given to Federation for attending the meetings at different levels, coordination of references from recognized Unions, deputation of railway employees to Unions, Worker's Education Scheme, proper implementation of payment of Wages Act, Factory Act, ID Act, Workmen Compensation Act, Minimum Wages Act etc., all policies matter relating to application of existing as well as fresh labour laws to railway staff, persons with Disabilities Act, 1995 (Equal Opportunities, Protection of Right and Full Participation), Human Right Commission Act, 1999 etc. also fall within the jurisdiction of Industrial Relations Directorate.

3.4 According to the NFIR, while Industrial Relations by and large are satisfactory, the negotiating agreements reached are not implemented in true spirit. The following are the important points which reportedly lead to strained Industrial Relations:

- (i) Indiscriminate surrender of posts without consulting the organized labour.
- (ii) Non-creation of new posts for additional assets and new services.
- (iii) Insistence of matching money value for creation of new posts.
- (iv) Non compliance of norms of IRBM laid down by Railway Board for determining the requirement of staff.
- (v) Staff are heavily over burdened more particularly in coaching maintenance activities, S&T Department, Electrical Department, Diesel/Electric Loco Sheds and Track Machine Organizations.
- (vi) Large number of vacancies in Safety and Operational categories.
- (vii) Imparting of training facility i.e. pre-promotional training to all employees
- (viii) Large number of workforce made to work 12 hours a day.
- (ix) Running staff are put to heavy stress and strain due to longer hours on duty.

A. Permanent Negotiating Machinery (PNM)

3.5 The system of Permanent Negotiating Machinery was evolved in December, 1951 as a result of talks between the Railway Board and organized labour for dealing with disputes between Railway Labour and the Administration.

3.6 The machinery is envisaged in three tiers; one at the Railway level, the recognized Unions having access to divisional officers and subsequently to officers at the headquarters including the General Manager ; at the next tier matters not settled at Railway level will be taken up by the respective Federations with the Railway Board ; and at the third tier , in cases in which agreement is not reached between the Federation and the Railway Board and the matters are of sufficient importance, reference will be made to an ad hoc-Railway Tribunal composed of representatives of the Railway Administration and labour presided over by a neutral Chairman.

3.7 The procedure laid down for the working of the PNM is stated to be as follows:-

- (i) At the divisional level the Divisional officers should meet the branches of the recognized unions which may be established in the divisions, at least once in two months and oftener if necessary. Each workshop will be considered as a division. The particular branches which should meet the Divisional officers should be agreed upon between the General Manager and the union. Maximum number of subjects for discussion is 30. The detailed procedure of arranging these meetings should be agreed upon with the Union, but this should include a provision that the branch should supply in sufficient time before the meeting the subjects which it proposed to raise at the meeting with memoranda setting out its point of view. This would enable the Divisional Officers to examine the questions and be prepared to take part in a useful discussion.
- (ii) At the Railway Headquarters, the General Manager or the Assistant Deputy General Manager in charge of staff will meet the unions at least once a quarter and oftener if necessary.
- (iii) All disciplinary matters and subjects like promotion, transfer etc. of individual members of the staff which do not involve any general principle will be excluded from the scope of the discussions at all these levels, except at the discretion of the officer concerned. If, in an integrated unit, there is disparity between the existing privileges in matter and agreement cannot be reached with the Union on a uniform application of some procedure, the matter should be referred to the Railway Board for further instructions. Pending the receipt of these instructions, the general rule set out above should be followed.
- (iv) At the Railway level, subjects will comprise those, which are within the powers of the officers concerned
- (v) Questions concerning pay scales, allowances etc. will only be discussed between the Federation and the Railway Board and not at lower levels.
- (vi) At the Board level, negotiations will be between the Railway Board and the two Federations and for this purpose, there will be half yearly meetings between the Railway Board and the Federations.
- (vii) When a matter which is raised for discussion at the divisional level is not settled by agreement, it may be raised at the Zonal level, for further negotiation. Similarly, a matter not settled at the Zonal level may be brought up by the two Federations to the Railway Board for discussion. All subjects brought up for discussion at the various levels should be disposed of as expeditiously as possible.
- (viii) If, after discussions between the Railway Board and the Federations, agreement is not reached between the two sides on any matters of importance, such matters may be referred to an adhoc Railway Tribunal which will be set up for dealing with them at the Centre. This tribunal will consist of an equal number of representatives of Railway labour and the Railway Administration with a neutral Chairman. The Tribunal will be enabled to make such investigations as they deem necessary before they give their decision.

(ix) It would be open to Government to accept, reject or modify the decision of the Tribunal.

(x) Matters which were settled by agreement or in which Government ultimately accept the decision of the Tribunal, it will not be open to the Federation to raise the same issues again for a period of two years. In those cases in which Government have rejected or modified the decision of the Tribunal, the issue may be raised at the end of one year.

3.8 Explaining the delay in implementation of decisions taken in PNM, a representative of the AIRF stated during evidence: -

"When PNM was envisaged, the whole idea was that grievances can be discussed across the table and disposed of across the table in the same meeting or at the most in the second meeting. But in practice, we can find that in PNM there are cases where minutes of the meeting are issued after two or three months. It is not according to what exactly happened in the meetings. They get the approval of the Members before they write the minutes. It is the Government's way of functioning. Then, after that they say that they are examining it. So, it has become a sort of ritual. As far as the PNM scheme is concerned, we are happy with the Scheme, but we are unhappy with the implementation part.

The meeting is held with two recognized federations. If one federation takes a position which is against the stand taken by another federation, then they get an opportunity to play against each other. It is the reason for the delay. Administration takes full advantage of that situation. If the implementation of the scheme is proper, then things can be sorted out. We must have secret ballot system. If there is only one federation, then these kinds of things will not happen. The Administration will not get an opportunity to delay it."

A representative of NFIR stated in this connection during evidence:-

"It is a fact that meetings are held by and large regularly as per the schedule drawn. But all these issues are not being resolved within the reasonable time. So, the machinery is needed to be further geared up in order to resolve the issues quickly so that down the line benefit may reach employees and thereby the credibility of the Permanent Negotiating Machinery can be maintained.

But at Divisional level, in some Divisions there is no seriousness in implementing this Permanent Negotiating Machinery and also in holding formal dialogue with the organizations. This is an area where there is a need to take corrective steps."

3.9 During the evidence, a representative of All India RPF Association submitted that in 2003-04, the PNM was extended to All India RPF Association alongwith NFIR & AIFR. The meetings are not held regularly at Divisional and

Zonal levels and the decisions of meetings are not implemented. At the Board level also, the meetings have not been held with All India RPF Association for the last one year.

The AIRPF Association in its memorandum submitted that:-

“Due to this indifferent attitude of the ADG/DG/RPF, regular PNM meetings at Zonal and Divisional levels have not been convened by the concerned RPF authorities out of fear of being grugged by the boss. As a result, the genuine grievances/demands of the RPF staff have remained unheard/unsolved and discontentment infused amongst them adversely affecting their efficiency and morale.

Since, no penal action was taken against the deputationist erring administrative officers of RPF, they have deliberately been disregarding Railway Board's orders and not implementing unanimous decisions taken by the PNM meetings in favour of RPF Staff under the chairmanship of Member Staff, Railway Board.”

3.10 One of the points raised by AIRPF in their memorandum relates to augmentation of the strength of the RPF by 24,000 as assessed by Railway administration and announced in 2006.

3.11 A representative of the All India SC-ST Railway Employees Association when appeared before the Committee stated that though the Association is recognized for participation but the meetings are not formal and neither the minutes were circulated.

3.12 The number of representatives of Unions/Federations permitted to attend the PNM Meetings is 25 at Boards level and 20 at Head Quarter level and Divisional level.

3.13 There are four meetings held every year (two meetings with each Federation-All India Railwaymen's Federation (AIRF) & National Federation of Indian Railwaymen (NFIR) at Railway Board's level. The number of meetings which have taken place at the Board level during the last three year are as under:

Year	No. of meetings prescribed	With AIRF	With NFIR
2004	2	2	2

2005	2	1	2
2006	2	2	2

3.14 The details of number of meetings prescribed at Zonal level and Divisional level and the actual number of meetings held during the last three years are given in Appendix-II. It may be observed therefrom that the number of PNM meetings held in a number of Zones and divisions is less than the prescribed number.

Number of PNM meetings are accounted as per calendar year and not financial year.

3.15 As regard the role of the Ministry of Labour in Railway disputes, the Secretary, Ministry of Labour stated as under:-

"The Railways are also an industry under the Industrial Disputes Act, 1947 and, therefore, the provisions of this Act, are applicable to those employees of the Railways who come within the definition of workmen under the Industrial Disputes Act, 1947. I am mentioning this so as to clear the framework in which we people come into the picture and where we are not in the picture.

Sir, there was an agreement as far back as 1952, between the Labour Ministry and the Railway Board that conciliation officers of the Ministry of Labour are not required to intervene in disputes concerning workmen of Railways unless the procedure established in the permanent negotiating machinery is totally exhausted. However, the Railways being a public utility service, the conciliation officers of the Labour Ministry have no option but to intervene if the dispute is accompanied by a strike notice. So, if there is a strike notice, we have no option. We understand then that the Permanent Negotiating Machinery has not worked and we then have to intervene. From 1991, the industrial disputes raised under Section 2(A) of the Industrial Disputes Act, 1947 by an individual workman against termination of his services may also be entertained.

When the Railway employees approach the officers of the central industrial relations machinery, that is, Chief Labour Commissioner's Organization under this Ministry, efforts are made to settle the dispute through conciliation. If the conciliation fails, then the Conciliation Officer sends Failure of Conciliation Report, which is commonly known as FOC, along with his recommendation whether the dispute is fit for adjudication or not. The Ministry then refers those cases for adjudication where it is satisfied that there is an industrial dispute and then references takes place to the Central Government Industrial Tribunal, CGIT as we call them or the Labour Court. During the last three years, the total number of disputes received from the Railways constitutes five to six percent of the total disputes that we have received in our Ministry."

3.16 In a memorandum, All India Loco Running Staff Association complained about non-implementation of government's commitment given thirty five years back for 10 hrs. duty. It has been stated that only about 50% staff could reportedly be relieved within 10 hours duty. To a query, whether the Ministry of Labour has received any such complaint from All India Loco Running Staff Association, the Ministry of Labour stated in a written reply as follows:-

"The Office of the CLC(C) have not received any complaint of non-implementation of Government's decision for ten hours duty. The hours of work in Railway Administration is guided by Hours of Employment & Regulation (HOER). The workmen who are required to put in 6 or more hours of sustained attention are known as continuous with 48 hours work in a week. The workmen who are required to put in sustained attention for less than 6 hours are classified as "essentially intermittent" with ordinarily 60 hours of work in a week. However, in case of 'C' class Gate man/Chowkidar in Railway Rest House the hours of work is 72 hours per week provided the workman is given a quarter within a radius of 5 KM.

However, driver, fireman whose work is intensive have been classified as intensive with 6 hours of work in a day. If a workman has complaint that he is wrongly classified he can approach the RLC(C) of area who is ex-officio Supervisor of Railway Labour for his re-classification. RLC(C) after hearing the parties and getting the job analysis conducted, if necessary may recommend for re-classification of the workmen to the General Manager of the Railway. If any workmen is aggrieved with the decision of the RLC(C) he may approach the Ministry of Labour and Employment. The decision on appeal is binding on the Railway Administration. Accordingly, if loco running Association has any complaint they may approach the RLC(C) of the area, endorsing a copy to the CLC(C) for prompt and effective action on the complaint."

B. Participation of Railway Employees in Management (PREM)

3.17 With a view to give an increased sense of involvement and to facilitate a meaningful and effective participation of workers in the managerial process Indian Railways have a permanent forum designated as PREM (Participation of Railway Employees in Management). It was set up on 23rd March 1994 after restructuring the erstwhile set up of CEG (Corporate Enterprise Groups), established in September, 1972.

The broad objectives of PREM are:-

- To evaluate the functioning of the Railways and exchange data and ideas on ways and means for improving the efficiency and viability of the enterprise;

- Appraise the investment programme, particularly in regard to housing and other welfare services;
- Identify areas and devise action oriented methods for maximizing organizational effectiveness, the use of technology and towards building up the image of the Railways as a service organization;
- To facilitate effective and meaningful participation of Railway employees in the management process;
- To give them a sense of involvement and pride in the organisation's works; and
- To discuss and identify the measures for improving the quality of service to the rail passengers and safety of operation.

3.18 PREM is a three-tier body functioning at the Apex, Zonal and Divisional levels. Besides the members representing the top management from administrative side, four representatives from National Federation of Indian Railwaymen (NFIR) and All India Railwaymen's Federation (AIRF), two representatives each from Federation of Railway Officers' Association (FROA) and Indian Railway Promotee Officers' Federation (IRPOF) and two representatives from the All Indian RPF Association (AIRPFA) are members of PREM Group.

The meeting of PREM group is held once in a quarter at the all three levels i.e. Apex/Railway Board, Headquarters/Zonal and Divisional levels.

3.19 The PREM Group is a forum of substance as it has worked a lot to improve industrial relations over the Indian Railways. PREM is the only forum, which offers participation of all the major recognized Unions/Federations of Indian Railways who represent various segments of Railway employees at a single platform. The unique aspect of this forum is that it does not sort out staff grievances but discuss and decide the policies to be adopted over the Indian railways for its betterment.

3.20 Regarding the functioning of PREM, a representative of the AIRF submitted as under:-

"As far as PREM is concerned, actually speaking, this scheme was thought of in terms of consulting the railway men and participation of railway men in seeing how the railways can be run best. That was the idea behind the whole thing. It has really resulted in something like ritual. Generally the

time is wasted in taking up those issues like punctuality, courtesy, budget, etc. We have raised this issue a couple of times. We have said that everything which they do like privatization, outsourcing etc. should be brought out here. We should not get the information through the newspapers and the media. It is not through media and the newspaper report that we should get the information and talk about it. So, once or twice, some issues were brought out. Generally, they are not discussed."

A representative of NFIR stated in this connection as under:-

"If it is not a real participation and it is no participation. There is participation on paper; we attend meetings. But there is no involvement, there is no real consultation, there is no sharing of full information and there is no action to know our views and there is no discussion on the views expressed by those members who are in the PREM.

Of course, we are contributing for productivity. The cooperation from the members for the purpose of increasing the productivity is there and we never lagged behind in giving support to the system. But PREM is needed to be further fine-tuned for ensuring purposeful dialogue on each and every drafted policy."

3.21 The Committee enquired during the evidence of the Ministry of Railways whether the purpose for which the PREM was set up is being served or not. The committee, citing specific examples, further enquired whether or not the question of handing over supply of bed rolls to contractors, handing over of departmental catering to contractors and such other matters were discussed in the PREM meetings. In response, the Member Staff, Railway Board stated,

"I agree with you that there is positive room for improvement."

C. Departmental Council/Joint Consultative Machinery

3.22 The object of the Departmental Council is to promote harmonious relations and secure the greatest measure of cooperation between the Central Government in its capacity as employer, and the general body of its employees in matters of common concern and further to increase the efficiency of the public services, combined with the well-being of those employed. The scope of the council includes all matters relating to conditions of service and work, welfare of the employees and improvement of efficiency and standard of work, provided however, that in regard to recruitment, promotion and discipline, consultation will be limited to matters of general principles.

3.23 Matters affecting Central Government employees generally, and matters relating to categories of staff common to two or more departments and not grouped together in a single Departmental Council shall be dealt with by the National Council.

3.24 The council consists of a Chairman (Member Staff, Railway Board) and six members on the official side. On the staff side, there shall be 30 members (15 each nominated by AIRF and NFIR).

3.25 The Committee desired to know whether the JCM meetings are meaningful in resolving the disputes. A representative of the NFIR submitted as under:-

"These Departmental Councils' JCM meetings are also dealing with hours of employment regulations, leave, pay and allowances and related issues. While it is true that two meetings in a year are held..... many issues are dragged on and decisions are not taken on time.

Secondly, where decisions are taken, implementation part is very poor. In this context, there is need that the Government should take this machinery very seriously for ensuring and generating greater satisfaction among the staff."

IV. STAFF WELFARE

4.1 The Welfare schemes on the Railways cover a wide range of amenities like educational facilities, staff canteens, distress relief, recreational facilities, etc. The major facilities and benefits provided as a measure of welfare to the employees and their families on the Railways are residential quarters, medicare, educational facilities, Staff Benefit Fund, indigenous system of Medicine, Holiday Homes/convalescent Homes, staff canteens, recreational facilities, pension adalats, uniforms, travel facilities, ex-gratia compensation, incentives to sports persons, compassionate ground appointment, redeployment of surplus staff etc. Over 46% of the staff enjoy the benefit of subsidized housing. More than 6.1 lakh employees are housed in Railway Quarters.

4.2 Giving details of the general welfare activities undertaken by the Railways, the Ministry furnished following information:-

To encourage the latent talent amongst Railwaymen and their wards, Cultural programmes are arranged as part of the welfare activities. Inter-Divisional Cultural Competitions in dance, drama and music are organised by the Zonal Railways.

Considering the large work force on the Railways, Staff canteens have been set up on the Railways to provide wholesome and subsidized meals to employees at their work places. Statutory Canteens have been opened as a matter of statutory obligation in railway establishments, which are governed by Factories Act and have a staff strength of more than 250.

Railways lay great emphasis on recreational activities and provide excellent facilities. For this purpose they have established Institutes/Clubs with sports and library facilities.

Long-standing disputes or delays, if any, in the settlement of dues of superannuated employees are decided on the spot in Pension Adalats organized by Zonal Railways on 15th December every year. This has caught on as a novel means of redressing grievances.

About 7.2 lakh employees get uniforms/protective clothing on Railways. Detailed Dress Regulations are prescribed for the different categories of staff.

Serving Railway employees are issued privilege passes and Privilege Ticket orders according to their scale. In addition, Residential Card Passes/Concessional Season Ticket Orders are also issued on certain

sections for Railway employees who commute by train to work. Retired Railway employees are also entitled to Post-Retirement Complimentary Passes.

Based on Government (Department of Pension & Pensioners' Welfare)'s notification regarding Ex-Gratia Scheme for civilian employees, Railway Board circulated Scheme of Ex. Gratia Compensation for families of Railway Servants who die in harness in the performance of their bona fide official duties under various circumstances. The Compensation in cases of death due to accidents or violence by terrorists/anti-social elements is Rs. 5 lakhs each, while in case of death during enemy action in war, border skirmishes, or action against militants/terrorists, etc. is Rs. 7.50 lakhs.

Indian Railways have provided a wide range of incentives to Railways sportspersons for their outstanding performances in competitions held at various levels. Cash awards and additional increments have also been given to coaches who have contributed in outstanding manner.

A dependent family member of a Railway servant dying in course of duty or in harness or who is retired on medical ground is considered for appointment on Compassionate Ground in various Group 'C' & 'D' categories subject to the candidate fulfilling the eligibility criteria prescribed for the post for which he/she is being considered.

With the rapid modernization of Indian Railways, phasing out of Steam Traction resulting in closure of Steam Loco Sheds and closure of Goods Sheds and Transshipment Yards, etc. a large number of regular staff are being rendered surplus. In terms of extant policy the staff rendered surplus are not to be retrenched. Instead, they have to be retrained and redeployed in alternative jobs. Utilization and redeployment of surplus staff is given the highest priority and their absorption has precedence over all other modes of recruitment including screening of Casual Labour and substitutes, and direct recruitment.

4.3 The position regarding fund allocation as per Revised Estimates, Actual and Shortfall with regard to "Staff Welfare" is observed to be as under:-

(Figures in crores of Rupees)

Year	Budget Estimates	Revised Estimates	Actuals	Shortfall
2004-05	1518	1530	1511	19
2005-06	1695	1744	1694	50
2006-07	1993	1938	**1881	57

** (provisional)

4.4 The shortfall in utilization of funds for staff welfare as compared to the revised estimate has been as much as Rs.50 crore in 2005-06 and over Rs.57 crores in 2006-07. The main reasons for under utilization with respect to residential quarters are stated to be-steep hike of raw materials including fuel, steel & cement, floods in Eastern States, failure of contractors, inadequate response to tenders, etc.

4.5 The Committee observed that there had been under utilization of funds allotted year after year and the same reasons are repeated every year for shortfall in utilization. The Committee inquired in this connection that in order to overcome the problem of sudden hike in prices of raw-material and the resultant contract failures, why a suitable provision for renegotiation of contract be incorporated in the initial agreement. Responding to this suggestion, a representative of the Ministry of Railways stated:-

"Once the contract has been fixed, there are terms and conditions and there are no procedures available for negotiating the prices within the old contract. I wish there were. I accept what you have suggested."

Another representative of the Ministry of Railways stated in this connection,

"As regards, staff quarters and staff amenities, normally the General Manager of the Railways is supposed to hold meetings with federations to arrive at the works to be done. These meetings do not get done in time. There is always a big time lag in doing this... This is the one area which we have to address now."

A. Staff Benefit Fund

4.6 A unique feature of welfare schemes on the Railways is establishment of a Staff Benefit Fund in the year 1931. The fund provides assistance to employees and their dependents for their education, relief during times of distress, treatment in indigenous system of medicine, development of sports, scouts, cultural and recreational activities etc. At present, Railways make an annual contribution @ Rs. 35/- per capita to the Fund. This amount is allocated to the following activities on per capita basis as under:-

- (i) General activities viz. Education, recreation, amusement, cultural, relief of distress, sickness and miscellaneous items:-

(a)	Education	
	Rs.4.75	
(b)	Recreation other than sports	Rs.2.25
(c)	Promotion of Cultural Activities	Rs.0.50
(d)	Relief of distress, sickness, etc.	Rs.7.50
(e)	Women empowerment activities	Rs.0.50
(f)	Miscellaneous	Rs.0.50
(ii)	Sports activities	Rs.5.00
(iii)	Scouts activities	Rs.3.50
(iv)	Recreational facilities to Officers and Supervisory staff	Rs.3.00
(v)	Indigenous system of medicine including Homoeopathy	Rs.2.50
(vi)	Immediate relief in times of crisis arising out of natural calamities	Rs.3.00
(vii)	Training for developing occupational skills of physically /mentally challenged wards especially girls of railway employees.	Rs.2.00
Total		Rs.35.00

4.7 It transpired during oral evidence of the Ministry of Railways that the Railways' annual contribution to SBF was raised to Rs.226 last year as a one time measure and this year the contribution has been brought down to Rs.35 per capita.

4.8 Asked about the reason for increasing per capita contribution to Rs.226 in the year 2006-07 and reducing it to Rs.35 in 2006-07, the Ministry stated in a written reply that as an appreciation of the continuous hard work of railway employees in effecting a historic turnaround in the financial position of the Railways, the Hon'ble Minister of Railways, in his Budget Speech for the year 2006-07, proposed an increase in the contribution to Staff Benefit Fund (SBF) for the financial year 2006-07 by almost 9 times, from the level of Rs.26 per employee to Rs.226 per employee. This was a one-time measure only.

4.9 When the committee desired to know the basis for increasing the allocation abruptly for the staff welfare, a representative of the Ministry of Railways (Railway Board) informed during the evidence as under:-

"The SBF, Staff Benefit Fund, has been over the years below Rs.30. Even in the earlier year it was Rs.30 which we raised to Rs.35. This Rs.226 was announced by the hon. Minister as a one time gesture since the Railways turned around and we earned a lot of profit. As a gesture to the staff, as a one-time benefit, he gave this. It was not the intention that we jump from Rs.26 to Rs.226. So, it is a one-time benefit only. It will remain at the same level of Rs.30 which we raised to Rs.35."

4.10 When the Committee enquired as to why in spite of increase in the Railway surplus, the per capita allocation for staff welfare has been reduced, a representative of the Railway Board stated:-

"The reason here is that 2005-06 really saw, from what we were earlier, a real turnaround. The profit was more. Of course, you are right this year it is still more. But during this interim period, we took a conscious decision in 2006 that we will have a separate corporate welfare plan, and there we planned to spend about Rs.5,000 crore over the next 10 years. Every year we will contribute about Rs.500 crore. So, this year, other way it has been taken care of. We added some other welfare activities also. We will have increased the capacity of some holiday houses and one new at Goa, we are making at all the major stations committee halls, houses attached to hospital, to keep the families of the relatives of the patients who get admitted to hospitals. Since those measures got regularly sanctioned, this was not put through the Staff Benefit Fund. But we are spending in totality quite a lot of amount.

4.11 The Committee were informed by union representatives that the per capita amount allocated under Staff Benefit Fund for recreational facilities to officers and supervisory staff is Rs.3, whereas for Group 'C' and Group 'D' staff who constitute vast majority of staff strength, the allocation is just Rs.2.20.

A representative of the Railway Board said in this connection,

"We got the representation from our staff federations also. They did point out that the total money is Rs.3 and it should be apportioned as per the staff strength of officers and staff, whatever proportion it comes to. Yes, there was an aberration. We took a conscious decision to correct this. I think the orders will be out soon."

4.12 The SBF on each zonal Railway is administrated by a Committee with members drawn from official side as well as staff side which ensures that the benefit percolate to deserving employees within the constraints of funds. For the year 2007-08, the expenditure under SBF is estimated at Rs.8.0943 crore. The Staff Benefit Fund and the activities under this scheme are continuous in nature and are not for a specified period.

B. Corporate Welfare Plan and Staff Quarters

4.13 Corporate Welfare Plan (CWP) (2006-15) has been prepared as a staff welfare scheme and issued on 23.10.2006 to pay special attention towards maintenance and improvement of staff quarters with particular emphasis on substandard quarters lacking basic amenities.

4.14 As regards the objective of the CWP, a representative of the Railway Board submitted during evidence as under:-

“The objective of the Corporate Welfare Plan was to deal with substandard quarters, to deal with substandard quarters, to deal with dilapidated quarters, to deal with amenities missing in colonies. The plan is sanctioned according to such requirements. It is on the need base and there is no other criteria for Zone-wise distribution of the sanctions. It is on the basis of actual need; whatever they need, that will be sanctioned. It is on the basis of the assessment of the Railways, from whom we receive the proposals earlier we used to receive small bits for replacement of staff quarters, but now a complete stock of such requirement was taken and that assessment was done.”

4.15 The total requirement of funds for works planned to be taken up over a 10 year period under CWP has been estimated to be in the range of Rs.4000-5000 crore. This will require sanctioning of New Works under CWP to the tune of around Rs.450-500 Crore every year under the Works Programme.

4.16 Zonal Railways have been asked to propose the CWP works accordingly as per their projections made earlier over the 10 year period from 2006-07 to 2015-16 for sanction in the Annual Works Programme under the relevant Plan Heads viz. Staff Quarters (PH-51) and Staff Amenities (PH-52).

4.17 The quantum of works proposed every year would be roughly one tenth of Railways' total requirements suitably adjusting the sanctions already covered in Pink Book 2006-07 and with suitable annual increase taking into account

Railway's spending capacity to ensure that funds, once allotted, are not surrendered.

4.18 The total funds allocated for Works Programme under Corporate Welfare Plan during 2007-08 is stated to be Rs.344.22 crore under Plan Head 51 & 52. The details of CWP works proposed and approved for 2007-08 are given in the Statement in Appendix-III. It may be seen therefrom that the total no. of proposals received under Staff Quarters and Staff Amenities under Corporate Welfare Plan was 278 and no. of works approved under CWP under Plan Head 51 & 52 is 236. The total cost of the proposals received was Rs.544.24 crore and the total cost of the works sanctioned is Rs.344.24 crore. The proposals which are justified from the Staff amenities and requirement of the Staff Quarters point of view are generally sanctioned and provision of funds are made in the Annual Grant.

4.19 Railways propose new works for new quarters under Plan Head 51 every year in the Annual Works Programme. These works are scrutinized and approved subject to availability of funds.

4.20 During the visit of the Committee to some of the Railway colonies, it was observed that a number of staff quarters were in dilapidated condition and marked by the poor maintenance.

4.21 Allotment & Expenditure under Plan Head 51 (Staff Quarters) for construction of new quarters/Works in Progress during 10th Five Year Plan is stated to be as under:-

Plan Head	Year	Original allotment	Revised allotment	Expenditure	Shortfall as compared to original allotment	Percentage of shortfall
51	2002-03	65	70.65	56.49	8.51 Cr.	13%
51	2003-04	75.2	70.93	45.59	29.61 Cr.	39.4%
51	2004-05	75.2	65.47	46.04	29.16 Cr.	38.7%
51	2005-06	80.15	86.92	66.96	13.19 Cr.	16.45%
51	2006-07	115.55	115.50	87.84	27.66 Cr.	24%

Under the Plan Head 51 (Staff Quarters) during the years 2002-03 to 2006-07 there is shortfall in actual expenditure ranging from 13% to 39% as compared to original allotment.

4.22 In general, no project/schemes, with regard to Staff Quarters and Staff Amenities under Plan Heads 51 & 52, were affected significantly due to under-utilization of funds. However, transit accommodation for officers Type IV – 24 units at a cost of Rs.3.21 crore at Pune and replacement of K Type sub-standard quarters, Type 1-75 units at a cost of Rs.1.97 crore at Pakni, Boroti & Dudhani got affected to some extent due to under-utilization of funds.

4.23 When the Committee enquired about the shortfall in utilization funds meant for construction, repair and maintenance of staff quarters and staff welfare, Member Electrical, Railway Board replied that the difference in the Revised Expenditure and Actual Expenditure is because of the ambitious targets set.

4.24 The budget allotment has increased significantly over previous years with regard to Staff Welfare. The actual expenditure with regard to Staff Welfare is on an increasing trend. The expenditure on Staff Welfare in 2005-06 increased by 12.14% as compared to 2004-05. The expenditure on Staff Welfare in 2006-07 increased by 10.99% as compared to 2005-06 and reflects better fund utilization despite local constraints.

Housing Satisfaction

Railway	Strength	Housed	Housing
CLW	13364	9376	70.16
CR	89076	33377	37.47
DLMW	3732	1718	46.03
DLW	6159	3696	60.01
ECOR	47970	24239	50.53
ECR	76780	40929	53.31
ER	102107	42703	41.82
ICF	13064	3003	22.99
NCR	65557	27859	42.50
NE	61046	28173	46.15
NF	72391	53095	73.34
NR	163369	69878	42.77
NWR	52354	30057	57.41
RCF	6825	3597	52.70

RDSO	2797	2017	72.11
RE	1884	301	15.98
RWF	2305	830	36.01
SC	96665	49456	51.16
SE	87037	49042	56.35
SEC	42139	23665	56.16
SR	106258	28913	27.21
SWR	33319	12424	37.29
WC	56249	28372	50.44
WR	109338	49546	45.31
Summary for the 'year' = 2005-06 (24 detail records)			
Sum	13,11,785	6,16,266	46.98

C. Medicare

4.25 Indian Railways also provide comprehensive health care to its employees and their family members, including retired people joining RELHS Scheme. A three tier system of medical care, primary care at health unit level, secondary care at sub-divisional/divisional hospitals and tertiary care at Zonal level through Central Hospitals is being provided.

4.26 The Medical service of Indian Railways has two major functions.

- (i) Industrial Medicine: Attending to Railway accident victims, medical treatment to traveling sick passengers, medical examination of candidates/employees and control on mandays loss on sick account etc.
- (ii) Comprehensive health care: Rendering comprehensive health care to Railway employees and their family members and retired beneficiaries who join RELHS Scheme.

4.27 When the Committee enquired about the provision of first-aid box and other emergency medicine, a representative of the Railway Board submitted during the evidence that in long distance trains the first-aid box is available with guard and Railway staff viz., TTE. Guards are given basic First-aid training.

4.28 A three tier system of medical care i.e. primary care at health unit/Dispensary level, secondary care at sub-divisional/Divisional hospitals/Zonal level and tertiary health care at some zonal hospitals, is being provided. This service is provided through 121 Railway hospitals and 586 health units. In addition, railways have tie-up with Govt. and Private Hospitals of repute for tertiary care as per the need.

4.29 The Committee desired to know reasons for the Indian Railways not having full time doctors from the Indian Systems of medicine. A representative of the Ministry of Railways (Railway Board) stated during their evidence:-

"These facilities were not being patronized by the people. We did have Homoeopathy and Ayurveda Dispensaries. According to my personal knowledge, at Mughal Sarai, nobody went to the Homoeopathic doctor who was there. We gave him one railway quarter and even telephone also, but the attendance of people who came to consult him was zero. Even the Welfare Organizations were giving free medicines, but even that was not patronized. Same is the case with Ayurveda. However, wherever it gets the trust of the people, surely there is a case to consider that. If we have received any such requests from people, we will definitely consider it."

4.30 To make further improvement in the health care delivery system, following three important steps have been taken recently:-

1. Powers have been delegated to medical officers of the health units located 75 Kms. away from railway hospitals to get common pathological tests, X-ray, etc. done at health unit level.
2. A scheme for engagement of honorary visiting specialists has been introduced. Under this scheme, specialist doctors, from outside Railways, can be engaged on monthly payment basis. They will visit railway hospitals on regular basis to provide specialized services.
3. Powers have also been delegated to the Hospital In-charge to call specialist doctors from outside railways on case-to-case basis on payment.

4.31 In-house medical treatment, outsourcing of specialist/super specialist services and facility of private hospital for referring patients will give adequate cover and quality patient care.

4.32 Pointing out that Kolkata Metro Hospital is not fully utilized and treatment of indoor patients has been dispensed with, the Committee enquired whether there is any move to handover the Hospital to private parties. In response, the Ministry of Railways stated in a post evidence reply, as under:-

"There is no move to privatize Metro Hospital. There is a possibility of taking over the infrastructure of Metro Hospital by Eastern Railways, B.R. Singh Hospital, Sealdah for starting some specialty for which the existing infrastructure of Metro Hospital is suitable. This process may take sometime. It will not be possible to provide secondary care services in the fields of Medicine, Surgery, Gynecology, Pediatrics, etc at the Metro Hospital due to shortage of Medical and Para Medical staff in the Metro Hospital."

4.33 When the Committee enquired about the facility of mobile hospital, a representative of the Ministry of Railways (Railway Board) replied during the evidence that there is one in each zone to be extended to at least one in one division to cover larger areas.

4.34 The details of the proposals for construction of accommodation, for relatives of indoor patients admitted in Metropolitan cities, are as under:-

Mumbai:- At present there is 40 rooms accommodation available in Jagjivan Ram hospital/Mumbai Central and 8 rooms accommodation in Dr. B. AM Hosptial/Byculla on Central Railway. In this Works Programme 2007-08, Rs. 3 crores have been sanctioned for construction of rest house for the patients relatives/attendants at Central Hospital, Byculla and Rs.1.5 crores at Agarpada for Jagjivan Ram Hospital, Mumbai Cental.

Chennai:- 76 room are available in Railway hospital/Perambur, Chennai for patients' relatives.

Kolkata:- On Eastern Railway the site for construction of 50 bedded resthouse for patients' relatives has been selected and the proposal for sanction has been sent to the competent authority. Plan and estimate for above construction is under preparation. On South Eastern Railway, the estimate and plan for construction of 50 rooms accommodation for relatives/attendants of indoor patient is under preparation.

New Delhi:- Facilities of 44 bedded resthouse for patient relatives/attendants are available in Northern Railway Central Hospital (NRCH)/New Delhi. Another proposal for 50 bedded rest-house for patient relatives/attendants at Northern Railway Central Hospital (NRCH)/New Delhi is in pipeline.

4.35 To a query by the Committee during evidence whether Railways are proposing for preparing Health Card and regular health check-up for its employees, the Ministry of Railways (Railway Board) agreed to the suggestion and also proposed inclusion of employees' family health parameters and regular health check-up of its employees.

4.36 Pointing out that Zonal Hospitals at new zones are yet to be fully augmented, a representative of the NFIR suggested that there is a need to create super-specialty facilities at least in the centralized hospitals.

4.37 Seven Zones were created newly in October, 2002/April, 2003. The Committee observed that a new Central Hospital has been created in only two new Zones viz., at Patna in East Central Railway and at Bhubaneshwar in East Coast Railway. In five other new Zones, Divisional Hospitals have been

upgraded into the Central Hospital. The Committee enquired as to why a separate Central Hospital should not be set up in each of the newly created Zonal Railways. Responding to the query, a representative of the Ministry of Railways said,

“Sir, you are very right. The need is there. It should not be that a Divisional Hospital becomes a Central Hospital that is not the idea.”

Pointing out during oral evidence of the Ministry of Railways that a patient died due to non-availability of blood in Agra recently, the Committee emphasized the need for having a blood bank in each and every Divisional Hospital. Responding to the suggestion, a representative of the Ministry of Railways said that there is some logistics involved in setting up a blood bank and pointed out that blood has a life and it has to be used in 120 days.

D. Education Facilities

4.38 Education is a State subject on Concurrent List and the provision of educational facilities is the responsibility of Ministry of Human Resource Development and State Governments. However, purely as a welfare measure Railways had in the past provided schools upto Senior Secondary level at places having sizeable concentration of Railway employees and where the educational facilities provided by other agencies were either non-existent or inadequate to meet the requirements of railway employees' wards.

4.39 Provision of educational facilities is primarily the responsibility of State Governments and Ministry of Human Resource Development (Department of Education) as per Article 346(3) – item of list 3 i.e. Concurrent List (Seventh Schedule) of the Constitution of India. However, Railways have provided educational facilities to the limited extent within the constraints of available resources, purely as a measure of staff welfare to meet the needs of wards/children of Railway employees only at such places where there is a concentration of Railway employees and the educational facilities provided there at by other agencies – both Government (State/Central) and private, are found inadequate or are totally absent resulting in hardship or inconvenience to them. However, with the passage of time and creation of educational facilities both by States/Private agencies such a situation has ceased to exist. As a matter of

policy now Railways have decided to encourage opening of Kendriya Vidyalayas in Civil Sector in Railway colonies instead of opening their own schools.

4.40 Educational facilities provided by the Railways are generally confined to Primary/Middle and Secondary/Higher Secondary/Senior Secondary standards. The Railways do not normally enter the field of College and Technical education owing to their extant policy keeping in view the far reaching administrative and financial implications.

4.41 As at present there are 367 educational institutions on Railways comprising of one Degree College, 53 Senior Secondary Schools/Intermediate Colleges, 45 High Schools, 17 Middle Schools and 251 Primary/Austerity Type Primary Schools.

4.42 Besides aforesaid Schools, Ministry of Railways has been successful in getting 68 Kendriya Vidyalayas established in Railway colonies/areas. Of these 6 are in Project Sector (i.e. all capital, recurring and non-recurring expenditure has to be borne by the Railways) and 62 in Civil Sector (i.e. Railways just provide land, temporary accommodation and residential accommodation to 50% of KVS staff on nominal lease basis). Another three proposals for opening of Kendriya Vidyalayas in civil Sector at Dahod/Gujarat, Nanded/Maharashtra and Rangiya/Assam have been referred to Kendriya Vidyalaya Sangathan (KVS) for their concurrence. It may be submitted that there is no formal agreement with KVS for opening of Kendriya Vidyalayas. Wherever there is demand from the Railway employees for provision of educational facilities, the same is examined in Railway Board and after creation of necessary infrastructure as per requirements of KVS, the proposal is referred to them for concurrence.

4.43 There are a few privately managed schools (normally by employees' cooperative efforts) and State run schools functioning in Railway colonies to cater to the needs of children of Railway employees. In deserving case and on fulfilling necessary requirements, Railways assist such privately managed schools by way of providing land on lease basis, helping in construction/repair/maintenance of infrastructure and by issuing financial grants and subsidy.

4.44 In the matter of admission of children to Railway Schools, a reservation of 15% for SC and 5% for ST is prescribed. Also 3% of the seats are reserved for Physically Handicapped children.

4.45 At present there are 1,30,601 children studying in Railway schools which include 97,095 wards of Railway employees and 33,506 non-Railway wards. The total number of teachers in Railway schools is 5426 and strength of Non-teaching staff is 1187.

4.46 The actual expenditure on provision of educational facilities on Railways during the year 2005-06 was about Rs.88 crores. For 2006-07, the expenditure is about Rs.100 crores subject to finalization of accounts. The Budget estimate on educational facilities for the year 2007-08 is projected at Rs.113 crores.

4.47 Railways also extend financial help to the wards of needy Railway employees and a sum of Rs.4.75 per capita has been earmarked in Staff Benefit Fund for the purpose. When the Committee desired to know about the availability of education facility, a representative of NFIR stated during the evidence:-

“Unfortunately, wherever there are railway schools and railway colleges, the policy of the Railway Ministry as of now is to try to create conditions to close them down. This is totally an unhealthy approach on the part of the Railway Ministry. It is requested that whatever schools and colleges existed in 1992, at least they should see to it that they are augmented, they are further strengthened and teaching staff is posted there. You try to attract more and more wards of employees so that they can have education and thereby, also become better citizens.”

4.48 Technical Scholarships are also granted for Railway employees' wards for pursuing professional/technical education. The amount equivalent to 50% of the sum spent of technical scholarships in the preceding year is drawn from revenue over and above the Staff Benefit Fund entitlement.

4.49 When the committee desired to know whether the Railways do not plan to set-up professional colleges for its employees despite having enough infrastructure, the Member Staff, Railway Board submitted before the Committee as under:-

“Even the degree college that we have today is based on the past decision. The point is education being the State as well as Central subject we would not like to interfere with it. First of all, it will become a liability which we cannot take charge of. Secondly, we cannot obviously do justice to a job of this nature. Basically, schools have been made for the

far flung areas of the Indian Proliferating further through education is not our mandate and is not really desirable."

PART - II**RECOMMENDATIONS/OBSERVATIONS OF THE COMMITTEE**

1. It transpired during the Committee's examination of Industrial Relations and Staff Welfare in Railways that the system of verification of Members, adopted by the Railways over the years, for recognition of unions has been pronounced by Madras High Court as 'incorrect'. Recognition of unions used to be granted by the Zonal Railways on minimum 30% membership of non-gazetted employees verified on the basis of returns filed by the claimants. Obviously, the system was not foolproof to check dual membership. On the High Court's direction to devise a method to establish exclusive membership of an employee to a union, the Railways have since decided to go in for secret ballot. According to Delhi High Court order, the secret ballot should be held within six months from 22.03.2007 i.e. before 21 September, 2007. Though only a few days are left for the court's time limit to end, there appears to be no sign of the Railways completing the process of elections within the deadline. The Committee feel that this task could have been completed as stipulated by the court, had the work been handled with a sense of urgency.

2. The Panel, headed by a former Railway Board Chairman, Shri C.L. Kaw, which is the nodal body for conducting and supervising the secret ballot to recognize unions is reported to have since framed the modalities for the election. The Committee hope that the Railway Administration will take expeditious decision on the modalities under intimation to the Committee.

3. There are two unions recognized by the Railways viz. All India Railwaymen's Federation (AIRF) and National Federation of Indian Railwaymen (NFIR) which have affiliates in all the Zonal Railways. The recognized unions enjoy a host of facilities including free passes which are not available to other registered unions. One of the Railway associations which appeared before the Committee has made a suggestion that recognition of the existing unions should be withdrawn atleast one year ahead of the secret ballot. In the opinion of the Committee, there should be a level playing field for all the unions – recognized as well as registered - which participate in the secret ballot. The Committee hope that appropriate steps will be taken to ensure this.

4. A suggestion has been made in different quarters that holding of secret ballot should be entrusted to the Chief Labour Commissioner (CLC) at the Centre. The Ministry of Labour have however, held that they have neither the power nor the manpower to conduct elections especially for lakhs of Railway employees posted throughout the length and breadth of the country. The Committee learn that Bharat Sanchar Nigam Limited have held union elections with the assistance of observers provided by the CLC organization. The Committee trust that the above suggestion would be taken note of and such steps taken as would ensure free and fair elections.

5. The Production Units such as Chittaranjan Locomotive Works, Diesel Locomotive Works, Integral Coach Factory, Rail Wheel Factory and Rail Coach Factory etc. which are under the Ministry of Railways

do not have unions. Similarly, there is no recognized union in Metro Railway, Kolkata. Though these production units, according to Labour Secretary, would qualify to be called 'factories' and entitled to have unions, the Ministry of Railways do not seem to be favourably inclined to allow these units to have unions. The Committee have emphasized in their earlier Reports the need for the production units to have unions. In order to enable the workers in these units to exercise their trade union rights and to enable their participation in 'Permanent Negotiating Machinery', the Committee would urge the Railways to reconsider their stand in this matter in consultation with the Ministry of Labour. The Committee recommend that the unions of the production units as well as the Metro Railway, Kolkata should be allowed to participate in the secret ballot.

6. One of the main grievances of the unions relates to non-implementation/undue delay in implementation of the agreements arrived at in the meetings of Departmental Council and in the meetings of Permanent Negotiating Machinery (PNM) which operate at different levels and tiers. The Committee have been informed that the PNM meetings are not held as frequently as prescribed in a number of Divisions. Similarly, in the case of All India RPF Association too, the PNM meetings are not held regularly at Zonal and Divisional levels. At the Board level also, the meetings have not been held with All India RPF Association for the last one year. The data furnished by the Ministry in this regard also brings out this fact. These reflect the failures of Railway authorities at divisional levels. The deposition by

Labour Secretary indicates that Railway disputes constitute five to six percent of total disputes received in the Labour Ministry. The Committee desire that causes for this state of affairs should be gone into at high level and remedial measures taken to ensure that the Industrial Relations mechanism functions efficiently and effectively at all levels including the RPF by adhering to the laid down periodicity of meetings and time-bound implementation of the decisions arrived at such meetings.

7. All India Loco Running Staff Association (AILRSA) has complained about non-implementation of government's commitment given 35 years ago in 1973 about 10 hour duty for loco running staff. This is in blatant violation of the Hours of Employment and Regulation (HOER). The Committee had also recommended in an earlier report that the working hours of Loco Running Staff should be only 8 hours. The Committee urge that working hours of Loco Running Staff be restricted forthwith to 8 hours. AILRSA has also reported that the Loco Running Staff Grievance Committee (LRSGC) was unilaterally abandoned by the Ministry of Railways in 1981 and pleaded that LRSGC, which existed earlier for having regular dialogue at different levels for redressal of grievances should be revived or reconstituted at the earliest. The Committee recommend that the AILRSA's request be considered without delay.

8. All India RPF Association has also expressed its grievance that RPF authorities do not implement the PNM decisions and Railway Board's orders. One of the points raised by AIRPF in their

memorandum relates to augmentation of the strength of the RPF by 24,000 as assessed by Railway administration and announced in 2006. There is also a suggestion that Railway Protection Force personnel to the extent possible be posted within the respective state they belong to and there should also be a time limit for the tenure of the RPF staff posted to Railway Protection Special Force. The Committee desire that these issues should be looked into at the highest level and the grievances redressed.

9. One of the objectives of the mechanism of Participation of Railway Employees in Management (PREM) instituted in 1994 is to facilitate effective and meaningful participation of employees in the management process. According to AIRF and NFIR, the PREM has become a sort of ritual and there has been no real participation/involvement of employees before issues of significance are decided. It has been stated that the decisions regarding outsourcing of certain functions, Public Private Partnership and such other matters had no prior involvement of PREM. The Committee have been informed that in vital matters workers are not taken into confidence. The Member Staff, Railway Board admitted during oral evidence that there is positive room for improvement. The Committee trust that the Railway management, taking note of its past failures, would take care to see that the PREM achieves its objectives and gives the Railway employees a sense of real involvement in the managerial process.

10. There was shortfall in utilization of funds for staff welfare to the tune of Rs. 50 cr. in 2005-06 and Rs. 57 cr. in 2006-07. The under utilization under the head 'staff quarters' involving construction of new quarters and works in progress is stated to be about Rs. 46 cr. in 2003-04 and in the range of Rs. 13 cr. to Rs. 29 cr. in the subsequent years and is attributed to steep hike in prices of raw materials, failures of contractors etc. The Committee note that these are the reasons, which are repeated year after year, for failure to achieve targets. In order to overcome these problems, a suggestion has been made that there should be a suitable price escalation clause inbuilt into the contracts which would avert contract failures. There is stated to be also delay in holding meetings by the Railways in deciding the works programme concerning staff quarters. The Committee desire that such delays should be avoided and appropriate steps taken to ensure full utilization of allotted funds and timely completion of projects.

11. The Committee have been informed that allocation under Staff Benefit Fund for recreational facilities to 'officers and supervisory staff' is disproportionate to their strength as compared to the allocation in this respect for the rest of the employees. The Committee have been assured that this aberration will be corrected. The Committee would await the action taken in this regard.

12. The Committee find that though there is requirement of sanctioning of around Rs. 450-500 cr. every year under the Corporate Welfare Plan for maintenance and improvement of staff quarters, the

total funds allocated under this plan is just Rs. 344.22 cr. in 2007-08. The Committee would like to be informed of exact allocation and utilization of funds under the plan during 2006-07. Considering the fact that the staff quarters in some of the Railway Colonies are in dilapidated condition, the Committee feel that the fund allocation for improvement of quarters should be stepped up to match the CWP projection of about Rs. 450 cr. every year.

13. The Committee note that new Central Hospitals have been established only in two out of seven newly created Zones and in rest of the five new Zones, divisional hospitals have been upgraded into the Central Hospital. The Zones which are having new Central Hospitals are Eastern Central Railway (at Patna) and East Coast Railway (at Bhubaneswar). A representative of the Ministry of Railway deposed before the Committee that the Railways have recognized the need to create separate Zonal hospitals in the seven newly created Zones. The Committee hope that steps will be taken to set up separate Central Hospital in all the new Zones.

14. At present, there is reportedly one mobile hospital in each Zone. The Committee feel that this facility needs to be extended to cover other areas also and accordingly recommend that arrangements be made for exclusive mobile hospital in each division and a blood bank in every divisional hospital.

15. The Committee find that unlike the Central and State Government hospitals and Primary Health Centres, which have full time doctors for the Indian System of Medicine, the Indian Railways have

only part-time doctors. The Committee recommend that steps should be taken for providing full-time doctors for Indian System of Medicine and also for popularizing these systems.

16. The Metro Hospital at Kolkata which has all the modern equipments and good facilities is not being utilized properly due to shortage of Medical and Para Medical staff. The Committee desire that Kolkata Metro Hospital should be fully utilized both indoor as well as outdoor facilities and urgent steps be taken to provide adequate number of Medical and Paramedical staff to the Hospital.

17. The Committee find that out of 367 educational institutions on Railways, there has been only one degree college and the rest are at the level of senior secondary/secondary/middle/Primary schools. The Committee suggest, that the desirability of setting up professional colleges with the courses of study and curriculum designed to meet the specific requirements of Railways be examined.

NEW DELHI;
12 September, 2007
21 Bhadrapada, 1929 Saka

(BASUDEB ACHARIA)
Chairman
Standing Committee on Railways

PART - III

APPENDIX-I

(Vide Para No. 1.2 of Chapter I)

Names of recognized unions/associations

Railway	Affiliate Unions of AIRF	Affiliate Unions of NFIR
Central	National Railway Mazdoor Union	Central Railway Mazdoor Sangh
Eastern	Eastern Railwaymen's Union	Eastern Railwaymen's Congress
Northern	Northern Railwaymen's Union	Uttariya Railway Mazdoor Union
North Eastern	N.E. Railway Mazdoor Union	N.E. Railway Employees Union
Northeast Frontier	N.F. Railway Mazdoor Union	N.F. Railway Employees Union
Southern	Southern Railway Mazdoor Union	Southern Railway Employees Sangh
South Central	South Central Railway Mazdoor Union	South Central Railway Employees' Sangh
South Eastern	South Eastern Railwaymen's Union	South Eastern Railwaymen's Congress
Western	Western Railway Employees Union	Western Railway Mazdoor Sangh
East Central	East Central Railway Karamchari Union	East Central Railway Men's Congress
East Coast	East Coast Railway Shramik Union	East Coast Railway Shramik /Congress
North Western	North Western Railway Employees Union	Utter Paschim Railway Mazdoor Sangh
South Western	South Western Railway Mazdoor Union	South Western Railway Employee Sangh
West Central	West Central Railway Employees Union	West Central Railway Mazdoor Sangh
North Central	North Central Railwaymen's Union	North Central Railway Employees Sangh
South East Central	South East Central Railwaymen's Union	South East Central Railway Mazdoor Congress

All India Scheduled Castes & Scheduled Tribes Railway Employees Association.

All India OBC Railway Employees Association.

APPENDIX-II

(Vide Para No. 3.13 of Chapter III)

NO. OF PNM MEETINGS AT ZONAL LEVEL

Rlys.	No. of meeting Prescribed	Name of the union	Meeting held during the last three years		
			2004	2005	2006
Central	04	CRMS	04	03	04
	04	NRMU	04	04	04
Eastern	04	ERMU	03	02	02
	04	ERMC	02	02	02
Northern	04	NRMU	03	03	04
	04	URMU	03	04	Nil
N.C.R.	04	NCRMU	01	02	03
	04	NCRES	02	01	Nil
N.E.	04	NERMU	02 03 0		
	04	NFREU			
N.F.	04	NFRMU	02	03	02
	04	NFREU	02	02	01
Southern	04	SRES	03	02	03
	04	SRMU	Nil	01	Nil
S.C.	04	SCRES	04	03	03
	04	SCRMU	04	03	04
S.E.	04	SERMU	03	03	04
	04	SERMC	03	03	04
S.E.C.	04	SECRMU	04	03	02
	04	SECRMC	03	03	03
S.W.R.	04	SWRES	01	03	02
	04	SWRMU	04	03	02
Western	04	WREU	04	03	04
	04	WRMS	04	03	04
W.C.R	04	WCREU	04	03	04
	04	WCRMS	04	03	04
N.W.R.	04	NWREU	04	03	04
	04	UPRMS	04	03	04
E.C.R.	04	ECRKU	04	04	03
	04	ECRMC	03	03	03
East Coast	04	ECRSU	07 05 06		
	04	ECRSC			

PNM MEETINGS AT DIVISIONAL/WORKSHOP LEVEL.

Rly.	*No. of meetings Prescribed	Name of the union	Meeting held during the last three years		
			2004	2005	2006
Central	30	CRMS	28	29	28
	30	NRMU	25	30	26
Eastern	24	ERMU	25	16	19
	24	ERMC	13	11	20
Northern	30	NRMU	30	30	26
	30	URMU	25	21	14
N.C.R.	18	NCRMU	14	12	12
	18	NCRES	17	10	03
N.E.	18	NERMU	27 23 17		
	18	NEREU			
N.F.	30	NFRMU	16	14	10
	30	NFREU	16	11	10
Southern	30	SRES	16	13	14
	30	SRMU	14	10	10
S.C.	36	SCRES	30	23	24
	36	SCRMU	26	25	24
S.E.	24	SERMU	13	11	13
	24	SERMC	17	12	14
S.E.C.	18	SECRMU	20	18	13
	18	SECRMC	19	18	17
S.W.R.	18	SWRES	17	14	11
	18	SWRMU	16	12	13
Western	36	WREU	31	26	29
	36	WRMS	31	26	28
W.C.R.	18	WCREU	28	24	27
	18	WCRMS	27	20	23
N.W.R.	24	NWREU	32	30	27
	24	UPRMS	37	24	29
E.C.R.	30	ECRKU	26	25	23
	30	ECRMC	24	27	21
East Coast	18	ECSU	27 26 27		
	18	ECRSC			

Full form of Abbreviations:

NRMU	:	*National Railway Mazdoor Union
CRMS	:	**Central Railway Mazdoor Sangh
ERMU	:	*Eastern Railwaymen's Union
ERMC	:	**Eastern Railwaymen's Congress
NRMU	:	*Northern Railwaymen's Union
URMU	:	**Uttariya Railway Mazdoor Union
NERMU	:	*N.E. Railway Mazdoor Union
NEREU	:	**N.E. Railway Employees Union
NFRMU	:	*N.F. Railway Mazdoor Union
NFREU	:	**N.F. Railway Employees Union
SRMU	:	*Southern Railway Mazdoor Union
SRES	:	**Southern Railway Employees Sangh
SCRMU	:	*S.C. Railway Mazdoor Union
SCRES	:	**S.C. Railway Employees Sangh
SERMU	:	*S.E. Railwaymen's Union
SERMC	:	**S.E. Railwaymen's Congress
WREU	:	*Western Railway Employees Union
WRMS	:	**Western Railway Mazdoor Sangh
ECRKU	:	*East Central Railway Karamchari Union
ECRMC	:	**East Central Railwaymen's Congress
ECRSU	:	*East Coast Railway Shramik Union
ECRSC	:	**East Coast Railway Shramik Congress
NWREU	:	*North Western Railway Employees Union
UPRMS	:	**Uttar Paschim Railway Mazdoor Sangh
SWRMU	:	*South Western Railway Mazdoor Union
SWRES	:	**South Western Railway Employees Sangh
WCREU	:	*West Central Railway Employees Union
WCRMS	:	**West Central Railway Mazdoor Sangh
NCRMU	:	*North Central Railwaymen's Union
NCRES	:	**North Central Railway Employees Sangh
SECRMU	:	*South East Central Railway Mazdoor Union
SECRMC	:	**South East Central Railway Mazdoor Congress

*affiliate Unions of AIRF

**Affiliate Unions of NFIR

APPENDIX-III

(Vide Para No. 4.18 of Chapter IV)

Details of CWP works Proposed & approved for 2007-08

Number and cost of proposed CWP works			Number and cost of approved	
Railway	Total No. of Works	Total Cost (in crore)	Total No. of Works	Total Cost (in crore)
CLW	2	1.97	1	1.29
CR	27	89.55	14	26.40
ECO	9	41.87	6	14.64
ECR	19	24.05	17	24.05
ER	11	31.04	12	22.88
ICF	3	8.53	3	5.79
NCR	14	17.61	12	16.74
NE	3	4.47	2	1.98
NF	43	62.46	43	49.32
NR	35	76.21	27	52.26
NWR	17	21.15	12	9.69
RCF	2	4.05	1	76
SC	31	26.09	24	21.36
SE	5	5.74	7	6.00
SEC	2	7.89	2	3.95
SR	10	18.06	11	17.15
SWR	11	31.21	11	15.05
WCR	18	26.97	15	25.04
WR	16	45.22	16	29.78
Total	278	544.24	236	344.22

**MINUTES OF THE TWENTY SIXTH SITTING OF THE STANDING
COMMITTEE ON RAILWAYS (2006-07)**

The Committee sat on Tuesday, the 21st June, 2007 from 1500 hrs. to 1615 hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

PRESENT

SHRI BASUDEB ACHARIA - CHAIRMAN

MEMBERS

LOK SABHA

- | | |
|-----|----------------------------|
| 2. | Shri S. Ajaya Kumar |
| 3. | Shri Ramdas Bandu Athawale |
| 4. | Shri Kishan Lal Diler |
| 5. | Shri Anwar Hussain |
| 6. | Shri Manik Singh |
| 7. | Shri Laxmanrao Patil |
| 8. | Shri A. Sai Prathap |
| 9. | Shri Kishan Singh Sangwan |
| 10. | Shri K. Subbarayan |

RAJYA SABHA

- | | |
|-----|-------------------------------|
| 11. | Shri Karnendu Bhattacharjee |
| 12. | Shri Satyavrat Chaturvedi |
| 13. | Shri Lalit Kishore Chaturvedi |
| 14. | Shri Shreegopal Vyas |
| 15. | Shri Tarini Kanta Roy |
| 16. | Shri Harendra Singh Malik |
| 17. | Shri Abani Roy |

SECRETARIAT

- | | | | |
|----|----------------------|---|---------------------|
| 1. | Shri A. Louis Martin | - | Joint Secretary |
| 2. | Shri Arun K. Kaushik | - | Deputy Secretary-II |

Representatives of the Ministry of Railways (Railway Board)

- | | | |
|----|---------------------|--|
| 1. | Shri Ramesh Chandra | Member Electrical, Railway Board &
Ex-officio Secretary to the Govt. of India |
| 2. | Shri K.C. Jena | Member Staff, Railway Board &
Ex-officio Secretary to the Govt. of India |
| 3. | Shri V.N. Mathur | Member Traffic, Railway Board &
Ex-officio Secretary to the Govt. of India |
| 4. | Shri R. K. Rao | Member Mechanical, Railway Board &
Ex-officio Secretary to the Govt. of India |

2. At the outset, the Chairman welcomed the members and officers to the sitting of the Committee. Thereafter, the representatives of the Ministry of Railways (Railway Board) briefed the Committee on the subject 'Industrial Relations and Staff Welfare in Railways' and responded to the points raised by the Members.

3. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

MINUTES OF THE TWENTY SEVENTH SITTING OF THE STANDING COMMITTEE ON RAILWAYS (2006-07)

The Committee sat on Friday, the 13th July, 2007 from 1500 hrs. to 1630 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

SHRI BASUDEB ACHARIA - CHAIRMAN

MEMBERS

LOK SABHA

2. Shri Prasanna Acharya
3. Dr. Dhirendra Agarwal
4. Shri S. Ajaya Kumar
5. Shri Kishan Lal Diler
6. Shri Giridhar Gamang
7. Shri Mahesh Kumar Kanodia
8. Shri Manik Singh
9. Shri Laxmanrao Patil
10. Shri Kishan Singh Sangwan
11. Shri K. Subbarayan
12. Shri C.H. Vijayashankar

RAJYA SABHA

13. Shri Karnendu Bhattacharjee
14. Shri Maulana Obaidullah Khan Azmi
15. Shri Satyavrat Chaturvedi
16. Shri Lalit Kishore Chaturvedi
17. Shri Shreegopal Vyas
18. Shri Tarini Kanta Roy
19. Shri Isam Singh
20. Shri Harendra Singh Malik
21. Shri Abani Roy

SECRETARIAT

- | | | | |
|----|----------------------|---|---------------------|
| 1. | Shri A. Louis Martin | - | Joint Secretary |
| 2. | Shri V.S. Negi | - | Director |
| 3. | Shri Arun K. Kaushik | - | Deputy Secretary-II |
| 4. | Smt. Sunita | - | Under Secretary |

Representatives of the Ministry of Railways (Railway Board)

- | | | |
|----|---------------------|--|
| 1. | Shri Ramesh Chandra | Member Electrical, Railway Board &
Ex-officio Secretary to the Govt. of India. |
| 2. | Shri K. C. Jena | Member Staff, Railway Board & Ex-officio
Secretary to the Government of India. |
| 3. | Shri R. K. Rao | Member Mechanical, Railway Board &
Ex-officio Secretary to the Govt. of India. |
| 4. | Shri S. K. Vij | Member Engineering, Railway Board &
Ex-officio Secretary to the Govt. of India. |

2. The Committee took oral evidence of the representatives of the Ministry of Railways (Railway Board) on the subject 'Industrial Relations and Staff Welfare in Railways'. It transpired that the representatives of the Ministry of Railways (Railway Board) had not come prepared to clarify the points raised by the Members. The Committee, therefore, decided to adjourn the meeting to a later date.

3. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

MINUTES OF THE TWENTY EIGHTH SITTING OF THE STANDING COMMITTEE ON RAILWAYS (2006-07)

The Committee sat on Monday, the 23rd July, 2007 from 1200 hrs. to 1500 hrs. and 1530 hrs. to 1715 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

PRESENT

SHRI BASUDEB ACHARIA - CHAIRMAN

MEMBERS

LOK SABHA

2. Shri Prasanna Acharya
3. Dr. Dhirendra Agarwal
4. Shri S. Ajaya Kumar
5. Shri Ramdas Bandu Athawale
6. Shri Bapu Hari Chaure
7. Shri Kishan Lal Diler
8. Shri Giridhar Gamang
9. Shri Mahesh Kumar Kanodia
10. Ch. Lal Singh
11. Shri Manik Singh
12. Shri Ananta Nayak
13. Shri Laxmanrao Patil
14. Shri Kishan Singh Sangwan
15. Shri K. Subbarayan

RAJYA SABHA

16. Shri Karnendu Bhattacharjee
17. Maulana Obaidullah Khan Azmi
18. Shri Satyavrat Chaturvedi
19. Shri Lalit Kishore Chaturvedi
20. Shri Shri Shreegopal Vyas
21. Shri Isam Singh
22. Shri Harendra Singh Malik
23. Shri Abani Roy

SECRETARIAT

- | | | | |
|----|----------------------|---|---------------------|
| 1. | Shri A. Louis Martin | - | Joint Secretary |
| 2. | Shri V.S. Negi | - | Director |
| 3. | Shri Arun K. Kaushik | - | Deputy Secretary-II |

2 The Committee held discussion on 'Industrial Relations and Staff Welfare in Railways' with the office bearers of each of the six Railway Employees' Federations/Associations shown below. The discussion was held one after the other during the time shown against each, after the Chairman drew their attention to the Direction 58 of the 'Directions by the Speaker'.

**Representatives of All India Railwaymen's Federation
(From 1200 hrs. to 1315 hrs.)**

1. Shri Umaraomal Purohit, President
2. Shri J.P. Chaubey, General Secretary
3. Shri Rakhal Das Gupta, Asstt. General Secretary
4. Shri S.G. Mishra, Asstt. General Secretary
5. Shri Salil Lawrence, Asstt. General Secretary
6. Shri J.R. Bhosale, Treasurer

**Representatives of National Federation of Indian Railwaymen (NFIR)
(From 1315 hrs. to 1400 hrs.)**

1. Shri Guman Singh, President
2. Shri M. Raghavaiah, General Secretary
3. Shri B.C. Sharma, Vice President

**Representatives of All India RPF Association
(From 1400 hrs. to 1500 hrs.)**

1. Shri U.S. Jha, IPF(Int.), Railway Board and General Secretary
2. Shri Sanjay Singh, IPF/RPF Post/Fatuha and General Secretary
3. Shri K.K. Singh, IPF/SIB/HWH and General Secretary
4. Shri Raghubar Singh, SI/SIB/BSL and Asstt. Secy/AIRPFA

**Representatives of All India Loco running Staff Association
(From 1530 hrs. to 1620 hrs.)**

1. Shri S.K. Dhar, General Secretary
2. Shri M.N. Prasad, Joint Secretary General

**Representatives of All India SC & ST Railway Employees' Association
(From 1625 hrs. to 1650 hrs.)**

1. Shri Jas Ram Harnotia, President
2. Shri Ram Avtar Meena, Sr. Vice President
3. Shri Ashok kumar, General Secretary
4. Shri B.L.Bairwa, Addl. General Secretary
5. Shri Bhagwan Anand Kharat, Treasurer

**Representatives of All India O.B.C. Railway Employees' Federation
(From 1650 hrs. to 1715 hrs.)**

1. Shri Vasudev Yadav, General Secretary
 2. Shri Virender Singh, Vice President
 3. Shri Bhoop Singh, Joint Secretary
3. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

MINUTES OF THE TWENTY NINTH SITTING OF THE STANDING COMMITTEE ON RAILWAYS (2006-07)

The Committee sat on Friday, the 3rd August, 2007 from 1500 hours to 1715 hours in Committee Room 'E', Parliament House Annexe, New Delhi.

PRESENT

SHRI BASUDEB ACHARIA - CHAIRMAN

MEMBERS

LOK SABHA

2. Shri Kishan Lal Diler
3. Shri Giridhar Gamang
4. Shri Mahesh Kumar Kanodia
5. Shri Manik Singh
6. Shri Kishan Singh Sangwan
7. Shri K. Subbarayan

RAJYA SABHA

8. Shri Karnendu Bhattacharjee
9. Shri Satyavrat Chaturvedi
10. Shri Lalit Kishore Chaturvedi
11. Shri Shreegopal Vyas
12. Shri Tarini Kanta Roy
13. Shri Isam Singh
14. Shri Harendra Singh Malik
15. Shri Abani Roy

SECRETARIAT

- | | | | |
|----|----------------------|---|---------------------|
| 1. | Shri A. Louis Martin | - | Joint Secretary |
| 2. | Shri V.S. Negi | - | Director |
| 3. | Shri Arun K. Kaushik | - | Deputy Secretary-II |

Representatives of the Ministry of Railways (Railway Board)

- | | | |
|----|---------------------|--|
| 1. | Shri Ramesh Chandra | Member Electrical, Railway Board & Ex-officio Secretary to the Govt. of India
(Holding Additional Charge of Chairman, Railway Board) |
| 2. | Shri S.K.Vij | Member Engineering, Railway Board & Ex-officio Secretary to the Govt. of India. |
| 3. | Shri R. K. Rao | Member Mechanical, Railway Board & Ex-officio Secretary to the Govt. of India |
| 4. | Shri V.N. Mathur | Member Traffic, Railway Board & Ex-officio Secretary to the Govt. of India. |

2. The Committee took further oral evidence of the representatives of the Ministry of Railways on the subject 'Industrial Relations and Staff Welfare in Railways'. The evidence remained inconclusive.

3. A verbatim record of the proceedings has been kept.

4. Thereafter, the sitting being the last, during the term of the Committee (2006-07), the Chairman placed on record his appreciation of the contribution made by Members in the work of the Committee. The Members then thanked the Chairman for the smooth conduct of the sittings of the Committee and for his guidance and encouragement in effectively discharging the functions of the Committee.

The Committee then adjourned.

MINUTES OF THE SECOND SITTING OF THE STANDING COMMITTEE ON RAILWAYS (2007-08)

The Committee sat on Wednesday, the 22nd August, 2007 from 1430 hrs. to 1615 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

PRESENT

SHRI BASUDEB ACHARIA - CHAIRMAN

MEMBERS

LOK SABHA

2. Shri Prasanna Acharya
3. Shri S. Ajaya Kumar
4. Shri Bapu Hari Chaure
5. Shri Giridhar Gamang
6. Ch. Lal Singh
7. Shri Manik Singh
8. Shri Ananta Nayak
9. Shri Laxmanrao Patil
10. Shri A. Sai Prathap
11. Shri Iqbal Ahmed Saradgi

RAJYA SABHA

12. Shri Satyavrat Chaturvedi
13. Shri Shreegopal Vyas
14. Shri Tarini Kanta Roy
15. Shri Abani Roy

SECRETARIAT

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|----|----------------------|---|-----------------------|
| 1. | Shri A. Louis Martin | - | Joint Secretary |
| 2. | Shri V.S. Negi | - | Director |
| 3. | Shri Hoti Lal | - | Deputy Secretary – II |
| 4. | Smt. Sunita | - | Under Secretary |

REPRESENTATIVES OF THE MINISTRY OF LABOUR

- | | | |
|----|------------------------|----------------------------|
| 1. | Smt. Sudha Pillai | Secretary (L&E) |
| 2. | Shri S. Krishnan | Additional Secretary (L&E) |
| 3. | Ms. Gurjot Kaur | Joint Secretary |
| 4. | Shri S.K. Mukhopadhyay | CLC(C) |

2. At the outset, the Chairman welcomed the members and the representatives of the Ministry of Labour to the sitting of the Committee. Thereafter, the Committee took oral evidence of the representatives of the Ministry of Labour on the subject 'Industrial Relations and Staff Welfare in Railways'. The evidence was concluded.

3. A verbatim record of the proceedings has been kept.

4. The Committee decided to cancel the oral evidence of the representatives of the Ministry of Railways on the above mentioned subject which had been scheduled to be held the same day at 1530 hrs.

The Committee then adjourned.

MINUTES OF THE THIRD SITTING OF THE STANDING COMMITTEE ON RAILWAYS (2007-08)

The Committee sat on Wednesday, the 29th August, 2007 from 1500 hrs. to 1610 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

SHRI BASUDEB ACHARIA - CHAIRMAN

MEMBERS

LOK SABHA

2. Shri Prasanna Acharya
3. Shri Kishan Lal Diler
4. Ch. Lal Singh
5. Shri Ananta Nayak
6. Shri Kishan Singh Sangwan

RAJYA SABHA

7. Shri Karnendu Bhattacharjee
8. Shri Satyavrat Chaturvedi
9. Shri Shreegopal Vyas
10. Shri Abani Roy

SECRETARIAT

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|----|----------------------|---|-----------------------|
| 1. | Shri A. Louis Martin | - | Joint Secretary |
| 2. | Shri V.S. Negi | - | Director |
| 3. | Shri Hoti Lal | - | Deputy Secretary – II |
| 4. | Smt. Sunita | - | Under Secretary |

REPRESENTATIVES OF THE MINISTRY OF RAILWAYS

- | | | | |
|----|------------------|---|--|
| 1. | Shri K.C. Jena | - | Member Staff, Railway Board &
Ex-officio Secretary to the Govt. of India. |
| 2. | Shri S.K. Vij | - | Member Engineering, Railway Board &
Ex-officio Secretary to the Govt. of India. |
| 3. | Shri R.K. Rao | - | Member Mechanical, Railway Board &
Ex-officio Secretary to the Govt. of India. |
| 4. | Shri V.N. Mathur | - | Member Traffic, Railway Board &
Ex-officio Secretary to the Govt. of India. |

2. The Committee took further oral evidence of the representatives of the Ministry of Railways on the subject 'Industrial Relations and Staff Welfare in Railways'. The evidence was concluded.

3. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

MINUTES OF THE FIFTH SITTING OF THE STANDING COMMITTEE ON RAILWAYS (2007-08)

The Committee sat on Wednesday, the 12th September, 2007 from 1100 hours to 1200 hours in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

SHRI BASUDEB ACHARIA - CHAIRMAN

MEMBERS

LOK SABHA

2. Shri Dharendra Agarwal
3. Shri S. Ajaya Kumar
4. Shri Bapu Hari Chaure
5. Shri Giridhar Gamang
6. Shri Anwar Hussain
7. Shri Mahesh Kumar Kanodia
8. Shri Manik Singh
9. Shri Ananta Nayak
10. Shri Laxmanrao Patil
11. Shri A. Sai Prathap
12. Shri Kishan Singh Sangwan

RAJYA SABHA

13. Shri Karnendu Bhattacharjee
14. Shri Lalit Kishore Chaturvedi
15. Shri Tarini Kanta Roy
16. Shri A. Elavarasan
17. Shri Isam Singh
18. Shri Harendra Singh Malik
19. Shri Abani Roy

SECRETARIAT

- | | | | |
|----|-------------------|---|---------------------|
| 1. | Shri Louis Martin | - | Joint Secretary |
| 2. | Shri V.S. Negi | - | Director |
| 3. | Shri Hoti Lal | - | Deputy Secretary-II |

2. The Committee considered and adopted the following draft Reports with some amendments as per Annexure:-

- (i) Performance of New Railway Zones
- (ii) Industrial Relations and Staff Welfare in Railways

3. The Committee then authorized the Chairman to finalise the Reports after making consequential changes, if any, arising out of factual verification by the Ministry of Railways or otherwise and present the same to the Hon'ble Speaker, as the House is not in Session.

4. The Committee also proposed to undertake local study visit to Gannaur, Sonapat, Narela and Bahadurgarh on 05.10.2007 to see the adequacy of 'Passenger Amenities' available at these Railway stations.

The Committee then adjourned.

ANNEXURE

AMENDMENTS/MODIFICATIONS MADE BY THE STANDING COMMITTEE ON RAILWAYS
IN THE REPORT ON INDUSTRIAL RELATIONS AND STAFF WELFARE IN RAILWAYS

Sl. No.	Page No.	Para No.	Line No.	Additions/Modifications
1	2	3	4	5

(I) **xxx** **xxx** **xxx**

xxx **xxx** **xxx**

(II) **33rd Report on Industrial Relations and Staff Welfare**

1.	8	2.20	-	<u>Delete</u> the <u>para</u>
2.	35	3	10	<u>Add</u> “which participate in the secret ballot” <u>after</u> the word registered.
3.	38	8	5	<u>Add</u> “there is also a suggestion that RPF personnel to the extent possible be posted within the respective State they belong to and there should also be a time limit for the tenure of the RPF staff posted to the RPSF”.
4.	41	after para 16	-	<u>Add</u> the following new <u>para</u> “The Committee find that out of 367 educational institutions on Railways, there has been only one degree college and the rest are at the level of senior secondary/ secondary/middle/primary schools. The Committee suggest that the desirability of setting up professional colleges with the courses of study and curriculum designed to meet the specific requirements of Railways be examined.”
