

RECRUITMENT TO ORGANISED RECRUITMENT TO ORGANISED GROUP 'A' RAILWAY SERVICES

Introduction

1. Board had constituted a committee consisting of EDE (GC), ED (T&MPP), EDE (E&R), EDPC-I and JS (G) to recommend the level of recruitment to be made in various Group 'A' organized Railway services. The Committee had submitted its report on 13.08.1998. However, at about the same time it was found to be necessary, for implementation of post based reservation roster, to consider certain amendments to the relevant recruitment rules in line with DOP&T's OM No. AB-14017/2/97-Estt.(RB) dated 25.5.1998, and this required identification of the Junior scale cadre for the Group 'A' organized services of the Railways. This matter was also referred to the Committee consequently and EDE (Res) was also nominated as Member of the Committee.

Thus, the Committee has considered the following as its terms of reference:

- (i) Fixing Junior Scale cadre for Group 'A' organized 'Railway services.
- (ii) Recommending the level of recruitment to be made in various Group 'A' organized Railway services.
- (iii) Other related issues and the recommendations of the Committee thereon.

Identification of Juniorscale cadre for Group 'A' organized services of the Railways

2. Presently, the Junior Scale posts of organized Group 'A' Railway services are not separately identified or quantified. When an Assistant Officer's post is manned by a Group 'A' officer, the post is operated as Group 'A' and when it is manned by a Group 'B' officer it is deemed to be and operated in Group 'B'. Accordingly, in the recruitment rules, the quotas to be filled up by direct recruitment and by promotion to Junior Scale (which at present is 50-50), were related to the vacancies. As a follow up of the Supreme Court judgement on reservation for SC / STs etc., DOP&T have issued guidelines which stipulate that wherever the quotas have been provided in terms of vacancies, they should now be converted into post based quotas. In the recruitment rules, therefore, now the quotas for direct recruitment and promotion to Junior Scale, have to be in terms of posts. The identification of the Junior Scale cadre now becomes necessary, as 50% of the Junior Scale cadre posts shall have to be for promote officers and 50% for directly recruited officers. The reservations in each category shall then be worked out accordingly, based on the number of posts and their occupancy.
3. In the present situation of absence of separate Junior Scale and Group 'B' cadres identification of Junior scale posts becomes difficult. The Committee feels that the Junior Scale cadre should, as far as possible, be fixed at a level up to which the posts are likely to be occupied by the Group 'A' officers, promoted or direct recruits, at present or in future

4. On the Indian Railways, directly recruited Group 'A' Junior Scale officers, normally put in four years of service before they are promoted to Senior directly recruited officers to be inducted during four years and the corresponding number of promote officers to be promoted to Group 'A' Junior Scale during four years shall, therefore, ideally constitute the Group 'A' Junior Scale cadre. The total number would, thus, depend on the vacancies, which are to be filled up from these modes in the next four years. The cadre can be enlarged or reduced on a review after four years as per administrative requirements.

Level of recruitment to be made each year to various Group 'A' organized Railway services

5. The extent of recruitment is closely related to career planning of officers. The level of recruitment, therefore, has to be commensurate with reasonable promotion / career prospects for officers. This concept makes it necessary to relate the placement of requisition with career planning of officers in mind and not with the actual number of vacancies which may theoretically be worked out in each of the cadres (Promote quota and Direct Recruitment quota). For working out the vacancies accordingly, the criterion are to be decided.
6. In the past, the components which used to be reckoned for working out the vacancies have been:
 - (i) Normal wastage in the form of retirements etc. in the total cadre (Senior Scale and above).
 - (ii) Shortfall in materialization.
 - (iii) Progressive reduction in the quantum of ad-hoc appointments to Senior Scale of Group 'A'.

Normal Wastage

7. For working out the wastage element, different systems have been followed at different times. Until 1995, this was being worked out by taking average of the retirements due in the next 10 years. After 1995, it was changed to a percentage of the total cadre - figure for this percentage being derived from the consideration of the average length of the Group 'A' service put in by Group 'A' officers coming from both the streams.
8. The Committee recommends that the present practice may be continued due to:
 - Ease in calculation of vacancies,
 - Its conformance to reality as the methodology is based on age profiles and average length of service in Group 'A'
9. The directly recruited Group 'A' officers put in their entire service in Group 'A' whereas the officers inducted from Group 'B' into Group 'A' spend relatively shorter time in Group 'A'

before superannuating. Based on recent experiences the average age of the directly recruited Group 'A' officers, at the time of their entry into service has been taken as 26 years leaving them 34 years of service before superannuating at the age of 60 years. Of these 34 years the directly recruited Group 'A' officers would spend about 30 years in senior scale and higher posts. On the other hand, the officers inducted from Group 'B' into Group 'A' are presently reaching that stage at the average age of about 52 years. In the coming years, i.e. in near future, this is expected to come down to about 48 - 50 years due to:

- Increase in the percentage of induction from Group 'B' to Group 'A' from 40% to 50 %
- Planned reduction / elimination of ad-hoc manning of Senior Scale posts.

10. These officers on induction to Group 'A' straight away get Senior Scale due to credit of the Group 'B' service given to them while fixing their seniority in Junior Scale Group 'A'. Thus their total service in senior scale and higher posts would be about 10 years before they superannuate at the age of 60 years. Therefore the average period spent in senior scale and higher posts by the total population of Group 'A' officers would be $(30+10) / 2 = 20$ years (as the proportion from the two streams is equal - 50% from each). In this background. The percentage of the cadre to be inducted in Group 'A' each year works out to $100 / 20 = 5\%$.

11. The Committee, therefore, recommends 5% of the total Senior Scale and higher cadre (including work charged posts) to be taken on account of normal wastage like retirements etc.

Shortfall in Materialization

12. This does not need going into, as based on the judgement of the Hon'ble Tribunal, the total shortfall from the two streams has to be carried forward to the next year.

Progressive Reduction in the Quantum of ad-hoc appointments to senior scale of Group 'A'

13. Board on a decision of the Board, a practice was being followed from the year 1992-93 to add 5% of the ad-hoc appointments to the vacancies for effecting reduction in ad-hoc appointments- in Senior Scale: Board's decision had been to eliminate ad-hoc arrangements to Senior Scale in a span of 20 years and the figure of 5% of such ad-hoc arrangements was accordingly being added while working out the vacancies. In 1996, there was a revision in the decision of the Board and it was decided to eliminate ad-hoc appointments to Senior Scale in a span of 10 years time from then instead of 20 years decided in 1992-93. Based on this, from the year 1996, 10% of the ad-hoc appointments in Senior Scale were included in the vacancies. However for the year 1997, Board decided on the level of recruitment on the basis of eliminating ad-hoc arrangements to Senior Scale in a 5 year time frame, which

meant taking 20% of the total ad-hoc appointments in Senior Scale as vacancies for that year.

14. It can be observed from the above that different policies have been followed at different times for working out this element. The Committee has gone into this aspect at length and finds that the total number of adhoc appointments in senior scale in the year 1990 was 1846 against which the corresponding figure in the year 1998 is 1259. The total number of adhoc appointments to Senior Scale would have been still less but for the fact that over the period, the number of work charged posts have also been on the increase which resulted in increasing the need for more Group 'A' officers. Having regard to the fact that there may be some increase in work charged posts even in future, which can not be anticipated at this stage, one can safely say that it may not be possible to totally eliminate ad-hoc appointments to Senior Scale at any point of time.
15. The committee, therefore, has taken the figure, as on date, of the officers working on ad-hoc basis in Senior Scale viz. 1259 in suggesting parameters for. reducing this figure substantially while simultaneously taking care that it does not lead to stagnation of officers in their career progression. In this regard a study of past trends has also been made. Annexure I gives the vacancies from the year 1981 onwards which were indented for filling up through direct recruitment in different Railway services. From this' it is seen that in the years 1981 and 1982, the total requisition for direct recruitment were to the extent of 376 and 389. Later, in 1986 to 90 the figures are 430, 386, 319, 300 and 311 respectively.
16. The position of promotion to JA grade of various disciplines reveals that the batches up to 1987 examination have already been appointed to JA grade or are under consideration for appointment to JA grade. Even with these large indents, officers have been able to get promotion to JA grade within 8-10 years. This perhaps was due to only about 75% of the indents materializing and because there had been no system of carry forward of vacancies to subsequent years, which is now proposed to be introduced in line with directions of the Tribunal.
17. The impact of such large batches on the prospects of promotion to SAG is yet to be seen. It is however noted that normally about 30-32 IRSE .officers, about 20-25 IRTS and IRS:ME officers each, about 15-20 IRSEE officers and about 8 -10 officers of other services get promoted to Senior Administrative Grade each year. Looking at the batches indicated from the year 1981 onwards, the impact on promotion to SAG in respect of these large batches is likely to be adverse. In other words, officers of these batches may not get promoted to SAG in 17-19 years as at present. Continued induction of large batches can aggravate this problem due to .queuing and may lead to a situation of SAG promotions being given in 23-24 years of Group 'A' service or even later.

18. As regards the prospects of promotion of Group 'B' officers to Group 'A' is concerned, a sample study of the seniority lists of Group 'B' officers of different departments in the zonal Railways was undertaken to calculate the average age at promotion to Group 'B'. In this study those officers of Group 'B' seniority lists of different departments of all zonal Railways etc. were included who got promoted to Group 'B' between 1.1.90 and 31.12.92 and their average age on the date of promotion to Group 'B' was calculated. This was found to be varying between 44 and 46 years. This average age of promotion to Group 'B' together with the average age of promotion to Group 'A' (52 years) indicates that Group 'B' officers, on an average, get into Group 'A' after putting in 6 to 8 years of Group 'B' service. As mentioned earlier, and for the reasons indicated there, it is expected that in the coming years the average age at the time of induction to Group 'A' would come down to about 48 -50 years. Thus it is expected that on an average in about 4 to 5 years of becoming a Group 'B' officer they'll get inducted into Group 'A'.
19. Bearing the above in mind, and based on the methodology recommended earlier, the Committee has worked out various options for the level of recruitment to Group 'A' services. For each option the time frame in respect of elimination of existing ad-hoc appointments to Senior Scale is also indicated together with the expected rate of promotion to JAG, SAG, and HAG with assumed levels of selectivity at these selection stages. This has been done both for the present cadre structure as also for the Model Cadre Structure recommended by the 5th Central Pay Commission. Details of these options are given in Annexures II to V. Summary of various options is given in the table on the next page:

S.N.	OPTIONS	DIRECT RECT / DPC INDENT	App. YEARS OF GROUP 'A' SERVICE TO GET					
			JA		SAG		HAG	
			I*	II**	I*	II**	I*	II**
1	20 Years	137	16	14	23	21	32	31
2	15 Years	147	16	14	24	22	32	31
3	10 Years	168	17	17	25	23	32	31
4	5 Years	231	19	19	26	25	32	32

* I indicates present cadre structure

* * II indicates model cadre structure

20. A critical appreciation of the option 4 in the above table and the corresponding details at Annexures V and yea), shows that this level of recruitment has serious adverse effects on the promotional prospects to various grades, in as much that JA Grade would be available in about 191 years of Group 'A' service and SA Grade in about 25 years of Group 'A' service. This would seriously affect not only the directly recruited officers but also those promoted from Group B, because, officers promoted from Group B would normally not be putting in 19 years or more of Group 'A' service and would therefore not be able to make it to JAG at all. On this consideration the option 4 in the above table cannot be recommended.

21. Out of the other three options, option 1 is superior to option 2, and option 2 is superior to option 3 from considerations of promotion prospects. However With a view to adopt the shortest acceptable time frame for elimination of the existing 1259 ad-hoc arrangements in Senior Scale, the committee is of the considered view that we may follow option 3, This option envisages a timeframe of 10 years for elimination of ad-hoc arrangements in Senior Scale and at the same time its adverse effect on promotion prospects to various grades is not as bad as that of option 4. However to achieve this objective it would be necessary to ensure that this level of recruitment is done each year over next 10 years.
22. For this purpose, as also for eliminating avoidable delays in placement of indent on UPSC for direct recruitment / .submission of proposals for holding DPC meetings, it 15 desirable that this level of recruitment be continued for at-least four to five years, which would be the mid point of the duration in which ad-hoc arrangements in 'Senior Scale are proposed to be eliminated. After 4 - 5 years the level of recruitment can be reviewed again based on the situation prevailing at that time.
23. The committee therefore recommends that:
- 5% of the total cadre may be taken as normal wastage due to retirement etc. for working out vacancies.
 - The back log of the previous years of direct recruitment and promote quota may be carried forward to the next recruitment cycle.
 - The 1259 ad-hoc arrangements in senior scale may be eliminated in a span of about 10 years by inducting 168 direct recruits and an equal number of Group 'B' officers into Group 'A' each year as per service wise distribution given in Annexure IV. This level of recruitment should be continued for 4 to 5 years, after which a review may be done.
24. Thus, the Committee recommends' placing a requisition for direct recruitment to the extent of 168 officers for which the service break up is given in Annexure 'IV'. For 168 direct recruits each year, since they will be getting promoted to Senior Scale in 4 to 5 years, the total number of direct recruits in five years time would be $168 \times 5 = 840$. For working out theJunior Scale cadre, we will have to take the total cadre strength for direct recruits as $168 \times 5 = 840$. The cadre for promote officers would also be of the same size. The total cadre thus works out to 1680, with 840 posts belonging to promote officers and 840 posts belonging to directly recruited officers.

Other related issues in this context and the recommendations of the Committee

25. Having said that the Junior Scale cadre for promotion quota should be fixed at 840 it needs to be appreciated that all or most of the promote quota posts would remain vacant at almost all times on account of the fact that all the promote officers, on induction to Junior Scale Group 'A', normally get immediate promotion to Senior Scale. This is because of the system of ante - dated seniority given to the promote officers on induction to Group 'A'. This could lead to a demand for filling up larger number of posts in the promote quota. This, however, will not solve the problem as even larger number of induction of officers to Junior Scale in the promote quota, would mean promotion of corresponding number to Senior Scale and leaving the same vacuum in the promotion quota cadre. Moreover, according to the DOP&T's guidelines for organized services there has to be at-least 50% element of direct recruitment in the grade. Thus, the level of induction of Group 'B' officers to Junior Scale can not exceed the level of direct recruitment of Group 'A' officers.
26. Though the cadre is split into 50% for promote officers and 50% for directly recruited officers, it is open to the administration to fill up a certain number and not all the posts in any cadre. Thus, the vacancies should be filled up in equal number from both the categories. In the event of any demands for filling up larger number of vacancies in the Junior Scale cadre belonging to promotion quota, the administration can consider changing the system of ante-dated seniority accorded to promote officers as that would enable the entire promotion quota cadre of Junior Scale being filled up in a span of four years. The rule of ante-dated seniority to Group 'B' officers on their induction in Group 'A' is peculiar to the Railways only and is not the practice in other Government Department.
27. Having regard to the above considerations, while fixing the Junior Scale cadre, there should also be a clause that the Junior Scale posts that may remain vacant shall be operated in. Group 'B' on administrative considerations and manned by Group 'B' officers.

Recommendations

The Committee, therefore, recommends that:

- (i) The Junior Scale cadre should be identified as of 1680 with 840 posts belonging to direct recruitment quota and, 840 belonging to promote quota as per service wise distribution given below:

<u>SERVICE</u>	<u>Cadre for DR</u>	<u>Cadre for Promotion</u>
IRSE	215	215
IRSME	130	130
IRSEE	110	110

IRSSE	80	80
IRSS	65	65
IRTS	110	110
IRAS	80	80
IRPS	50	50

Note: The Direct Recruitment cadre shown above includes post needed for Probationary Training and to that extent the portion of the cadre against working posts will get adjusted.

(ii) Vacancies to be worked out on the basis of the following criteria:

- 5% of the total cadre may be taken as normal wastage on account of retirement etc.
- The backlog of the previous years of direct recruitment and promote quota may be carried forward to the next recruitment cycle.
- For reduction of ad-hoc arrangements in senior scale, an element may be added as has been done in Annexure IV and IV (a).

(iii) Having regard to the above, requisition for a total of 168 direct recruits may be placed and promote officers in equal number may be induced into Junior Scale Group 'A' for the next four to five years, after which the position can be reviewed.

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N B Kindly also see my note placed at 21/N to 23/N at File No. 97-E(GR)I/2/3/Pt. I

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EDE(Res.)