

**COMMITTEE ON THE WELFARE
OF SCHEDULED CASTES AND
SCHEDULED TRIBES
(1990-91)**

(NINTH LOK SABHA)
FOURTH REPORT

[**MINISTRY OF RAILWAYS (RAILWAY BOARD)**]

**RESERVATIONS FOR AND EMPLOYMENT OF
SCHEDULED CASTES AND SCHEDULED
TRIBES IN INDIAN RAILWAY CONSTRUCTION
COMPANY LIMITED**



Presented to Lok Sabha on 11 March, 1991
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**LOK SABHA SECRETARIAT
NEW DELHI**

March, 1991/Phalgun 1912 (Saka)

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Fourth Report (Ninth Lok Sabha) of the Committee on the Welfare of SCs and STs (1990-91) on Reservations for and employment of SCs/STs in Indian Railway Construction Company Ltd.

<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
5	2.1	last but one	74 per cent	7½ per cent
10	2.25	5	allowed	followed
14	3.5	4	Group 'A' 'A',	Group 'A'
15	3.7	4	After categories A, B and C omit the word "upto"	
33	2	5	For inspected the organisation on its records with a Read interests of Scheduled Castes/Scheduled Tribes.	

CONTENTS

	PAGES
COMPOSITION OF THE COMMITTEE	(iii)
INTRODUCTION	(iv)
CHAPTER - I. INTRODUCTORY	
A. Organisational set up	1
B. Board of Directors	2
CHAPTER - II. RESERVATION IN SERVICES	
A. Presidential Directives— Implementation of Reservation Orders	5
B. Liaison Officers and Cells	
(i) SC/ST Cell at Board level and Liaison Officer	6
(ii) SC/ST Cell and Liaison Officer in the IRCON	7
C. (i) Maintenance of Rosters by IRCON	7
(ii) Inspection of Rosters by Liaison Officer	9
CHAPTER - III. ESTABLISHMENT MATTERS	
A. Staff Strength	12
B. Recruitment	
(i) Recruitment Procedure	15
(ii) Special Recruitment Drive	19
C. Promotions	
(i) Promotion Procedure	21
(ii) Promotions - Shortfalls	22
D. Deputation - Formation of IRCON Cadre	24
CHAPTER IV. OTHER MATTERS	
A. Posting abroad	29
B. Note on SC/ST representation in Annual Report	31
ANNEXURE	
Summary of Conclusions/Recommendations contained in the Report.	33

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**COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND
SCHEDULED TRIBES**

(1990-91)

Shri Anadi Charan Das—Chairman

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3. Shri Ishwar Chaudhary
4. Shri Somjibhai Damor
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- *19. Shri Ram Vilas Paswan
- **20. Shri Nandi Yellaiah

Rajya Sabha

21. Shri N. E. Balaram
22. Shri Raj Mohan Gandhi

*Elected in place of Dr. C. Silveira who resigned from the Committee w.e.f. 13-9-1990.

**Elected in place of Shri Nakul Nayak who ceased to be member of the Committee w.e.f. 24-11-1990 on his appointment as Parliamentary Secretary.

23. Shri Sangh Priya Gautam
24. Shrimati Kailashpati
25. Shri Khyomo Lotha
26. Shri Rajubhai A. Parmar
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SECRETARIAT

1. Shri S. C. Gupta. *Joint Secretary*
2. Shri R. K. Chatterjee, *Under Secretary.*

INTRODUCTION

1. the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to submit the Report on their behalf, present this Fourth Report (Ninth Lok Sabha) on the Ministry of Railways (Railway Board)—Reservations for and employment of Scheduled Castes and Scheduled Tribes in Indian Railway Construction Company Limited.

2. The Committee took evidence of the representatives of the Ministry of Railways (Railway Board) and Indian Railway Construction Company Limited on 13, 14 and 27 November, 1990. The Committee wish to express their gratitude to the officers of the Ministry of Railways (Railway Board) and Indian Railway Construction Company Limited for placing before the Committee the materials and information the Committee wanted in connection with the examination of the subject.

3. The Report was considered by the Committee on 8 March, 1991.

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

NEW DELHI;

8 March, 1991.

17 Phalguna 1912 (Saka)

ANADI CHARAN DAS

Chairman

*Committee on the Welfare
of Scheduled Castes and
Scheduled Tribes.*

CHAPTER—I

INTRODUCTORY

A. *Organisational set up*

1.1. Indian Railway Construction Company Limited was formed on 28 April, 1976 a wholly owned Government Company as defined under section 617 of the Companies Act, 1956. The Company is under the administrative control of Ministry of Railways (Railway Board). The Company is managed by the Board of Directors, comprising Chairman (on part-time basis), Managing Director and three whole time Directors namely Director (Finance), Director (Works) and Director (Projects). In addition, there are four part-time official Directors, out of which two Directors are from Ministry of Railways namely Adviser (Works) and Adviser (Budget), one Joint Secretary from Ministry of External Affairs and one Executive Director from the EXIM Bank of India.

1.2. The day-to-day affairs of the Company are managed by the Managing Director assisted by the whole time Directors and other officers below Board level. The Managing Director has been entrusted with substantial powers of management exercising his powers subject to superintending control and direction of the Board of Directors. Other three Directors report to the Managing Director in respect of their individual functions.

1.3. The Corporate Office at Delhi functions with main thrust on marketing for various projects both in India and abroad and also monitor the various projects under execution by the Company.

1.4. The Indian Railway Construction Company Limited is a Multi Projects Company having 19 projects in India and 9 projects in foreign countries. The construction projects under execution are headed by officers in the ranks of General Managers, Chief Project Managers, Regional Managers and Project Managers depending upon the size and magnitude of the work. Each of them report to Coordinating officer nominated in the Corporate Office.

1.5. The State-wise projects in India are located in nine States, viz. Andhra Pradesh (Ramagundam), Bihar (Kahalgaoon, Ranchi and Baraharwa), Delhi (RE Delhi, CTC Delhi), Gujarat (Surat), Madhya Pradesh (Korba and Guna), Maharashtra (Nagpur and New

Bombay), Punjab (Kapurthala and Khanna), Uttar Pradesh (Rihand Nagar, Jhansi, Noida and Dadri), West Bengal (Farakka and Calcutta).

B. Board of Directors

1.6. In a written note, the Committee have been informed that none of the members of the Board of Directors is from Scheduled Castes and Scheduled Tribes. The Directors are appointed by the Government only as per the accepted norms.

1.7. The Committee in their various Reports have been insisting upon Government that keeping in view the spirit of Constitution, the Scheduled Castes/Scheduled Tribes should get adequate representation in all walks of life and one member on the Board of Directors of all Public Sector Undertakings should be from amongst the Scheduled Castes/Scheduled Tribes to take care of the interests of Scheduled Castes/Scheduled Tribes employees.

1.8. In Para 1.14 of their 48th Report (Eighth Lok Sabha—1988-89) on State Trading Corporation, the Committee recommended:

“While suggesting the names for appointments of Executive Directors, the State Trading Corporation authorities should invariably make concerted efforts to sponsor eligible SC/ST internal candidates for such appointments. Meanwhile this recommendation of the Committee should be brought to the notice of the Government so that while appointing non-executive Directors every effort is made to appoint one person belonging to Scheduled Castes/Scheduled Tribes as Director on the Board of Directors of the State Trading Corporation.”

1.9. During evidence, the Committee enquired about the steps taken to include at least one member from Scheduled Castes/Scheduled Tribes community in the Board of Directors of IRCON. In reply the Chairman (Railway Board) stated:—

“Board of Directors is something which is not created by the Railway Office but by the Public Enterprises Selection Board. Names are given to this Organisation.”

1.10. Asked to clarify if the Railway Board has any say in the matter of appointment of Directors on the Board, the Chairman,

Railway Board stated:—

“They have a say in the sense that if there is a vacancy, it will be circulated among those who want to apply, who have the requisite qualification.”

1.11. Asked further if any of the Directors on the Board of IRCON was nominated by Railway Board, the witness submitted that the Railway Board nominated two part-time Directors on the Board of IRCON to oversee its working—one is a Director from the Planning Directorate of the Railway Board for Planning and the other is a Director from the Finance side.

1.12. Regarding the eligibility criteria for the Directors in the Board, the witness submitted that:

“DIRECTOR in IRCON should be somebody who is the Public Sector Undertakings in Scheduled ‘C’, or equivalent grade in Railways and other Government offices.”

1.13. On a query he further informed that one SC/ST officer of Railways who applied for appointment as Director on the Board of IRCON could not be considered because he was not in that grade.

1.14. When asked to specify the steps Railway Board propose to take to include one member of SC/ST on the Board of Directors of IRCON, the Chairman, Railway Board stated:

“I will try—when the next post falls vacant—to see that the SC officers, who can perhaps be included in the list for selection are there.”

1.15 The Committee note that none of the persons in the Board of Directors of IRCON belong to Scheduled Castes/Scheduled Tribes. They were informed that candidates for appointment as Directors on the Board of Public Sector Undertakings are selected by the Public Enterprises Selection Board. However, in the event of any vacancy arising in the Board of IRCON, the Management of IRCON/Railway Board can suggest the names of eligible candidates to Public Enterprises Selection Board for consideration. Besides, the Railway Board nominates two part-time Directors on the Board of IRCON to oversee its working.

1.16 Keeping in view the need to provide adequate representation to the Scheduled Castes/Scheduled Tribes in all walks of life as per provisions of the Constitution and also to take care of the interests of Scheduled Caste/Scheduled Tribe employees of Undertakings/Institutions, the Committee in their various Report have

been recommending for inclusion of one Scheduled Caste/Scheduled Tribe member on the Board of Directors of all Public Sector Undertakings. They, however, regret to note that it has not yet been implemented by the Government. The Committee recommend that early decision should be taken in this regard. They would also urge upon the Railway Board to suggest the name of at least one eligible Scheduled Caste/Scheduled Tribe candidate to Public Enterprises Selection Board for selection as Director on the Board of IRCON as assured by the Chairman, Railway Board during evidence.

CHAPTER II

RESERVATION IN SERVICES

A. *Presidential Directives—Implementation of Reservation Orders*

2.1. The Committee have been informed, "the Company follows the instructions issued by the Government (Department of Personnel and Training) which are printed in a Brochure for reservations for Scheduled Castes/Scheduled Tribes in direct recruitment/promotion and further amendments/clarifications issued from time to time by the Ministry of Railways." It has also been stated, "the percentage of reservations made in the company in favour of Scheduled Castes and Scheduled Tribes are as per Government directives and these are applicable since the company was established, i.e. 15 per cent for Scheduled Castes and 74 per cent for Scheduled Tribes in direct recruitment."

2.2. About the checks devised by the Ministry of Railways (Railway Board) to ensure actual implementation of the reservation orders in favour of SCs/STs by Indian Railway Construction Company Limited, it has been stated, "Establishment matters in Indian Railway Construction Company Ltd. being controlled by the Bureau of Public Enterprises, Ministry of Railways do not conduct any inspection about reservation matters on Indian Railway Construction Company Limited or any other Public Sector Undertakings under its control. Ministry of Railways is however kept advised through periodical returns."

2.3. During evidence when asked to explain how the Bureau of Public Enterprises control the establishment matters of IRCON, the Chairman, Railway Board stated:

"As I told you earlier, a Joint Secretary is meant to oversee this work. But I now find that it is not going to work. Even if its the Bureau of Public Enterprises is the nodal agency for all Public Sector Undertakings, we have to look after it from the Board, because I have a say in the Board and I will activate this. He will work out a system whereby the Board will take control of this to oversee. So, hereafter, we will answer the question in this regard."

2.4. Further asked if it was not the responsibility of the Railway Board as the administrative Ministry to ensure actual imple-

mentation of the reservation orders in regard to SCs/STs in IRCON, the witness assured that the Railway Board "stand committed to" implementation of reservation orders in IRCON.

B. Liaison officers and cells

(i) SC/ST Cell at Board level and Liaison Officer

2.5 The Committee have been informed that a separate Cell to monitor and to implement the Government policies for the welfare and representation of SCs/STs candidates and look into and redress their grievances has been functioning at the Railway Board's level under the charge of Executive Director, assisted by two Joint Directors, one Dy. Director and other supervisory staff. The Cell watches over the matters pertaining to SC/ST in the Department only and no control is exercised by it in respect of Public Sector Undertakings under the Ministry of Railways as they are stated to be directly governed by B.P.E. in establishment matters. The Cell oversee the reservation of SCs|STs in IRCON through various returns furnished by the Company.

2.6 During the evidence, the Committee asked whether the functions of the Cell have been laid down in any order. In reply the Chairman, Railway Board submitted:—

"in the Railway Board we have a Cell, a very competent, qualified and active one. This Cell gets its feed back from the Public Sector Undertakings. But as far as IRCON is concerned, we have not been monitoring and activating ourselves as much as we do for the Railways and our own production units like the Chittaranjan Locomotives or other big workshops. We have to give greater attention to IRCON."

Elaborating the functions of the SC|ST Cell in Railway Board and how it will be controlling and looking after the SC|ST Cell in IRCON, the witness added:

"The Cell is meant to ask for periodical returns from the Railways on a specific proforma. Then, at regular intervals which are to be decided by us, they will go and inspect a particular organisation, their records and give guidance, advice or correction based on the documents which the people in the organisation are maintaining. That is what the Cell is doing for other Railways in the Ministry of Railways. Now, they will also do the same for the Public Sector Undertakings like the IRCON which was not done earlier."

2.7 When pointed out that as far as IRCON was concerned, the Cell was a non-functioning one, the Chairman, Railway Board stated:

"I cannot say that it is a non-functioning Cell. But we have to make it much more active. All this happened because IRCON is so small in our eyes that we don't think it is a big problem."

(ii) *SC/ST Cell and Liaison Officer in the IRCON*

2.8 Considering the size of the Company and the total strength of employees, no separate complaint Cell has been set up for redressal of grievances of SC|ST employees in IRCON but within the Establishment Branch, separate staff is set apart for this purpose.

2.9 There are Government instructions that in each Undertaking, the officer-in-charge of Administration (or any other officer designated for the purpose) will act as Liaison Officer in respect of matters relating to representation of Scheduled Castes|Scheduled Tribes. Under the control of the Liaison Officer, a Cell consisting of suitable number of assistants should also be constituted to ensure the prompt disposal of grievances of SC|ST employees and other matters for which Liaison Officer is responsible.

2.10 The Committee have also been informed that being administratively controlled by BPE, Liaison Officer in Ministry of Railways (Railway Board) do not conduct any inspection about reservation matters of IRCON. The Chief Personnel Officer of IRCON is the Liaison Officer of IRCON and he is *inter-alia* responsible for recruitment, promotion, etc. in the company.

2.11 During evidence, the Committee asked about the reasons for not appointing a Liaison Officer exclusively to look after the interests of SCs/STs the Chairman, Railway Board stated:

"I want to tell this Committee that as far as the SCs and STs are concerned, in such a small organisation like IRCON we cannot appoint separate man for this purpose."

C. (i) *Maintenance of Rosters by IRCON*

2.12 In the Preliminary Material furnished to the Committee, it has been stated:—

"Before making an appointment by direct recruitment| promotion, the appointing authority ascertains by consulting

communal roster whether vacancy is reserved for SC|ST or un-reserved and after appointments are made, the particulars are entered in the roster. The entries are checked by the Liaison Officer and signed. Following three types of printed roster registers are maintained as per instructions in a Brochure for SCs|STs issued by Department of Personnel:

1. 40 Point roster register for all Direct recruitment made on All India basis.
2. 40 Point roster register for all direct recruitments made on Regional basis.
3. 40 Points roster register for all promotions made upto posts carrying pay scale Rs. 1100—1600 (PR) (Lowest rung of Class-I, Group 'A')."

2.13 During evidence when asked about the reasons for not maintaining the 100 point rosters where recruitment is made on local or regional basis in Group 'C' and 'D' posts, the witness stated:—

"Our recruitment is centralised by the corporate office which is situated in Delhi and we are following the system which is existing i.e. 40 point roster."

2.14 Asked to state whether it should be possible to make recruitment for Groups 'C' and 'D' posts on local|zonal basis for manning regional offices following, 100 point roster, the Chairman, Railway Board stated:

"Since the corporate office is in Delhi they are using the 40 point roster. I can understand the feeling of the Committee. Perhaps, we can enlarge it if we go to the region."

2.15 Asked about the discrepancies found on inspection of rosters and remedial measures taken to remove them, the General Manager, IRCON submitted:

"One discrepancy which was found was that the names were written in seriatim along with the general candidates. I told them to leave it blank so that the backlog is in view every time and it has to be filled up. Secondly, the backlog was not arrived at half yearly intervals. I told them to tabulate the backlog on half yearly basis so that the roster is complied with in course of time."

2.16 When attention of the Chairman (Railway Board) was drawn to the provisions of the Brochure on Reservation for SCs/STs in services (Seventh Edition) and asked about the steps taken to comply with these orders, he stated:

“We have to take cognizance of the rules, we will take necessary action and these directions will be followed.”

(ii) *Inspection of Rosters by Liaison Officer*

2.17 In reply to a question whether rosters were inspected by the Liaison Officer in the Ministry, it has been stated:

“No inspection has been conducted by the Ministry.”

2.18 During evidence, the Committee asked whether periodical inspection of rosters is necessary with a view to ensuring implementation of reservation policy and whether it will be done by the Ministry, the witness stated:

“We stand committed to it.”

2.19 The Committee note that a separate Cell exists in the Ministry of Railways (Railway Board) to look after the interests of SC/ST employees of Railways as also to ensure proper implementation of the Government policy for the welfare and representation of SCs/STs in the Railways. They, however, regret to note that SC/ST Cell at the Board level exercises no control over IRCON or other public undertakings under the control of the Ministry of Railways on the plea that they are directly governed by BPE in establishment matters. The Cell oversees the reservation of SCs/STs in IRCON through various returns furnished by the Company and never inspected the organisation or its records with a view to ensuring implementation of reservation orders in the undertakings.

2.20 During evidence when the Chairman, Railway Board was asked to explain how the B.P.E; was responsible for compliance with reservation orders in IRCON, he admitted that it was a lapse on the part of Ministry of Railways and being the administrative Ministry, it was the responsibility of the Railway Board to ensure implementation of the reservation orders in IRCON and said, “we will take it up with pleasure.” He also admitted during evidence that the Cell in the Board has to be made more active and greater attention needs to be paid to IRCON.

2.21 The Committee consider this a serious lapse on the part of the Ministry of Railways (Railway Board) and recommend that as

assured by the Chairman, Railway Board during the evidence, the Cell at Board level should undertake periodical inspection of IRCON and its establishment records to ensure proper implementation of reservation orders, maintenance of rosters and application of other welfare measures for the upliftment of SCs/STs and to issue corrective guidelines where necessary.

2.22 The Committee hardly need emphasise that the Ministry of Railways (Railway Board) being the administrative Ministry of IRCON should ensure that the Liaison Officer of the Railway Board conducts periodical inspection of establishment matters of IRCON including checking of its rosters maintained for recruitment and promotion of staff in that organisation.

2.23 The Committee note that considering the size of the company and total strength of SC/ST employees in IRCON (no separate SC/ST Cell was set up in Indian Railway Construction Company Ltd. The General Manager (Personnel) who is responsible for recruitment and promotions etc. in the company has been designated as Liaison Officer for SCs/STs in IRCON.

2.24 The Committee regret to note that even though there are instructions from the Government of India that there should be a separate SC/ST Cell under the control of Liaison Officer, the IRCON has not yet created a separate Cell. The Committee recommended that a separate SC/ST Cell with requisite number of staff may be set up in the Corporate Office of IRCON whose functions will mainly be to aid and assist the Liaison Officer to discharge his duties effectively in so far as implementation of reservation orders in IRCON is concerned.

2.25 There are clear instructions from Government that 100 point rosters should be drawn up for deciding vacancies of SCs/STs in Group 'C' and 'D' and for making recruitment against these vacancies in Group 'C' and 'D' in all the states of India excepting the Union Territories where 40 point rosters are allowed. To their surprise the Committee find that only 40 point rosters are being maintained by IRCON for recruitment of all categories of staff including recruitments made for Group 'C' and 'D' categories of staff for posting in projects located in different states and recruitment for it is made only in Delhi Office. They find no reason why for the purpose of recruitment in Group 'C' and 'D' categories of posts in projects spread over a number of states in India and abroad, recruitment should not be made on regional basis and the prescribed reservation percentage for SC/ST of that region followed. The Committee desire the management of IRCON to follow the hundred point roster for recruitment

of staff in Group 'C' and 'D' posts for manning its project in different regions.

2.26 The Committee further observe that inspite of the reservation orders being in force for nearly two decades, discrepancies have been detected in the maintenance of rosters by IRCON. This may be due to the fact that the persons responsible for maintenance of rosters are not properly trained for the job. They recommend that periodical training in the matters relating to maintenance of rosters and follow up of reservation orders should be imparted to the staff/officers to be assigned with these tasks. They would like to impress upon the management of IRCON that they should ensure implementation of reservation orders issued by the Department of Personnel & Training and Bureau of Public Enterprises from time to time and any discrepancy crept in should be ractified immediate on detection.

CHAPTER III
ESTABLISHMENT MATTERS
A. Staff Strength

3.1 The Staff Strength in the Indian Railway Construction Company Limited in various groups of the posts, as on 1.1.1980 is as follows:—

Category/Designation of Posts	Total Number of Employees				Number of	
	Directly Recruited	Absorbed	On Dep.	Total	SC	ST
					(Out of Cof.(7))	
1	2	3	4	5	6	7
<i>Group 'A'</i>						
Other than lowest rung of Gr. A (Rs.1100 – 1600)	..	65 SC-1 ST-2	30	95		
Gr. Rs. 1100 –1600 .	..	33	24	57		
Gr. Rs.2000 –2500 . (Direct recruits)	1			1		
Gr. Rs. 2000- 2500 . (Promotees)	4		..	4	1	
Gr.Rs. 1500 . 2000 . (Direct recruits)	2			2		
Gr. Rs. 1500– 2000 . (Promotees)	15	..		15	1	
Gr. Rs. 1100– 1600 . (Direct recruits)	7			7	1	
Gr. Rs. 1100 –1600 . (Promotees)	29	..	..	29	3	1
<i>Group 'B'</i> .	29	43 (SC-1)	23 (SC-1)	95	5	2
<i>Group 'C'</i> .	298	36 (SC-1)	84 (SC-5) (ST-1)	418	43	11
<i>Group 'D'</i> (Excluding Safaiwala)	35		45 (SC-9)	80	6	2
<i>Group 'D'</i> (Safaiwala)	2	..	..	2	2	
TOTAL	422	177 (SC-3) (SC-2)	206 (SC-15) (ST-1)	805	66	17

3.2 Foregoing Table indicates the position of staff-strength in different groups of services as under:

Group 'A':

Out of 210 officers in Group 'A' (Scale Rs. 1100—1600 and above) i.e. lowest rung of Group 'A', only 10 persons were direct recruits out of them one was SC and none belonged to ST.

54 persons were still on deputation.

96 persons were taken on deputation and were subsequently absorbed; out of them there were only 1 SC and 2 ST.

48 persons were promotees; out of them 5 were SCs and 1 ST.

Group 'B':

Out of 95 persons in Group 'B' services, 29 were direct recruits; out of them 5 were SCs and 2 STs;

23 persons were still on deputation; out of them 1 is SC and there is no ST.

43 persons were taken on deputation but were subsequently absorbed, one of them is SC and there is no ST.

Group 'C':

Out of 418 persons in Group 'C' services, 298 persons were directly recruited, out of them 43 persons were SC, 11 persons were ST.

84 persons were on deputation, 5 of them are SCs and 1 ST.

36 persons were initially taken on deputation and subsequently absorbed; 1 of them is SC.

Group 'D':

Out of 82 persons (including 2 Safaiwala) in Group 'D' services, 45 persons are taken on deputation and out of them 9 persons were SCs and out of 37 direct recruits 8 persons belonged to SC and two belonged to ST.

3.3 During the evidence, when asked to explain the reasons for meagre representation of SCs/STs in the intake of persons on deputation and also shortage of SC/ST personnel in direct recruitment,

especially in Group 'A' services, the Chairman, Railway Board replied:—

“IRCON is one of our new companies. IRCON came into being only 14 years ago. When this Company was created, we had put volunteers from our organisation to form a nucleus, what is today called as IRCON. IRCON does work outside the Railways in India and abroad also. Today, IRCON, is made up of three different types of groups. One is those who are permanently absorbed from the team that developed over the years. The second category is regarding the people who come on deputation. They have to function like that, IRCON does like this when it gets a contract, for example, in Indonesia or another contract in Iraq etc. It has got to lay the line there. It has to complete the line. So, IRCON comes to the Railway Board for getting the volunteers. The Railway Board gives them the names. Therefore, these people are the deputationists. Over the years, some people who have gone on deputation get absorbed and those who do not, come back to the Railways. When we recruit people, we will meticulously follow and have followed every policy that is laid down. Of course, there might be a marginal case of failure.”

3.4 On a query the witness admitted that there were some shortfall in the representation of SCs/STs in the services of IRCON. He stated:

“I have to admit it. There is no quarrel on that point. We admit that we have not been able to come upto the level.”

3.5 The Committee are distressed to find very low representation of SCs/STs among the employees of IRCON. Of the total number of employees, the representation of SCs/STs was only 3.3 per cent in Group 'A' 'A', 9.5 per cent in Group 'B', 14.5 per cent in Group 'C' and 27.5 per cent in Group 'D'. The main reason for it is that over the years a large number of persons who were taken on deputation initially have been absorbed and the management failed to protect the interests of SCs/STs while taking persons on deputation and absorbing them in the service of the Company. Thus out of 177 persons absorbed in various categories of posts, there were only 3 SCs and 2 STs employees. The Committee could not get any satisfactory explanation in this regard. They would stress the need for following up the reservation policy of Government in letter and spirit by the

Company and to ensure representation of SCs/STs in various categories of posts as per Government instructions. The Committee would like to be informed of the steps taken in this regard and the outcome thereof.

B. Recruitment

3.6 The percentage of reservation made in the Company in favour of SCs/STs are as per Government Orders. These are applicable since the inception of the Company in 1976.

Percentage of reservation for SCs/STs is as under:

	SC	ST
(i) Posts filled by Direct Recruitment	15%	7½%
(ii) Posts filled by recruitment other than Direct Recruitment	15%	7½%

(i) Recruitment Procedure

3.7 The procedure for recruitment of staff in various categories of posts in IRCON is stated to be as under:—

Posts filled by Direct Recruitment:

- (a) For recruitment in posts under categories A, B, and C upto Rs. 425—700 (Technical) and above are advertised in the leading newspapers on All India basis.
- (b) For recruitment of posts under category 'C' upto Rs. 260—400 and Rs. 425—700 (non-technical) and Group 'D' posts indent is submitted to the Delhi Employment Exchange.

3.8 Following relaxations and concessions are given to SC/ST candidates at the time of their recruitment:

- (a) Age relaxation by 5 years.
- (b) 10 per cent relaxation in qualifying marks both in written test and in interview;
- (c) Reimbursement of train fare to SC/ST candidates from their home station to Delhi and back on their attending the selection/interviews.

3.9 During evidence, the Committee wanted to know whether any other relaxation/concession is given to SC/ST candidates at the time

of recruitment, the Managing Director, IRCON stated, "We are also putting lower percentage of marks in the qualification which is required. We are also relaxing the experience required."

3.10 When asked to clarify whether candidates in Group 'C' and 'D' are recruited through Regional Employment Exchanges for different regional offices as per practice, the witness stated, "we have a centralized Delhi Corporate Office and that itself is considered as a region. We do not have any regional office as such. It depends on the Project which is going on. But the basic recruitment is done in Delhi."

3.11 When the Committee pointed out that instead of always recruiting candidates from the Delhi Employment Exchange, they should recruit these candidates from regions where these projects are in hand, the witness replies, "We will explore that possibility also."

3.12 The Committee have been informed that while sending the requisition to the employment exchanges for recruitment in Group 'C' and 'D', the management of IRCON indicates the minimum qualification, such as age, educational qualification, experience etc. to avoid the rejection of the candidates.

3.13 Appointment letters to candidates are issued by registered post and interview letters are sent under certificate of posting. 15 days notice is given to all candidates for appearing in an interview. One month's notice is given for joining. However, SC/ST candidates are granted extension of time for joining if so requested.

3.14 The Committee have also been informed that SC/ST candidates are interviewed on separate date and in separate blocks when the candidates are in good numbers.

3.15 Statement showing direct recruitment made in Group A, B, C and D categories of staff during the period 1985 to 1989 is given below

Category of post	Year	Total No. of vacancies occurred	No. of vacancies actually filled	No. of vacancies reserved for Scheduled Caste		No. of vacancies reserved for Scheduled Tribe		No. of vacancies reserved for Scheduled Caste		No. of vacancies reserved for Scheduled Tribe		No. of candidates appointed		No. of vacancies carried forward	
				C/F from previous year	Reserved during the year	C/F from previous year	Reserved during the year	C/F from previous year	Reserved during the year	SC	ST	SC	ST	SC	ST
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	
Group A	1985	11	10	2	2	1	1	1	1	1	2	1			
	1986														
	1987														
	1988														
	1989	5	5	1	1	1	1	1	1	1	1	1	1	1	
Group B	1985	36	36	4	5	9	3	3	6	6	1	3	5		
	1986	2	2	2	..	..	..	1	1	1	1	1	1	1
	1987	10	10	1	1	1	2	1	3	1	1	1	2		
	1988	8	8	2	2	4	2	1	3	1	1	3	3		
	1989	10	10	4	2	6	5	5	5	1	1	5	4		

	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Group C														
1985	1		1	1	..	..	..	..	..	..	..	..	..	..
1986	8	8	8	2	1	1	3	1	1	1	1	1	2	1
1987	27	27	27	..	5	5	5	1	1	2	3	..	2	2
1988	53	53	53	2	8	8	10	..	6	6	4	1	6	5
1989	25	25	25	4	2	2	6	4	1	5	4	4	2	1

	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Group D														
1985	..	..	..	..	..	..	..	..	..	..	..	..	..	..
1986	..	..	..	..	..	..	..	..	..	..	..	..	..	..
1987	28	28	28	28	5	5	5	..	2	2	5	5	2	2
1988	2	2	2	2	1	1	1	..	..	..	..	2	..	..
1989	7	7	7	7	..	..	..	2	1	3	..	2	..	1

(ii) *Special Recruitment drive*

3.16 Steps were stated to have been taken to fill up the following posts identified as vacancies for Scheduled Castes and Scheduled Tribes through special recruitment drive in 1990:—

Group	Vacancies for		Filled up by	
	SC	ST	SC	ST
A	..		..
B	3	1	1 (offer sent)	
C	10	7	2 (offer sent to 1)	3 (offer sent to 2)
D		1		1

3.17 Subsequently in a post evidence reply, the Committee were informed that all the backlog vacancies have been cleared or offers of appointment sent except for the following posts:—

(i) Chartered Accountants	..	2 SC
(ii) Assistant Manager (Electronics)	..	1 ST
(iii) Computer Operator	..	1 SC
(iv) Jr. Stenographer	..	2 SC
(v) Jr. Foreman (Mech.)	..	1 SC
(vi) Jr. Foreman (Elect.)	..	1 ST
(vii) Jr. Foreman (Civil)	..	2 SC
(viii) Key Punch Operator	..	1 SC
(ix) Staff Car Driver	..	1 SC

3.18 It has been stated that with a view to clear all the backlog vacancies through Special Recruitment Drive, apart from giving advertisements in newspapers distinctly for filling up the vacancies of SC/ST, all the SC and ST Welfare Organisations were addressed to sponsor suitable candidates against the vacancies. Vacancies were also advertised through broadcasts of All India Radio and Rojgar Samachar of Doordarshan. Relaxation in the age, qualification and experience were also granted to SC/ST candidates vis-a-vis general category candidates.

3.19 During evidence when asked, if there was any policy of completing the reservation quota in the next few months, the Chairman, Railway Board stated:

“At this point of time, I would like to assure the House that within a year we will complete the work. But we will try to fill this up before the year.”

3.20 The Committee learn that IRCON makes direct recruitment in Group A, B and C services after advertising the posts in the leading newspapers on all-India basis and for recruitment in Group 'C' upto certain scale (non-technical) and group D posts indents are placed with Delhi Employment Exchange requesting the Exchange to send suitable candidates for these posts. IRCON gives certain relaxation to SC/ST candidates at the time of recruitment such as age relaxation by five years and 10 per cent relaxation in qualifying marks both in written test and in interview. In addition relaxation in experience and lower percentage of marks in qualifications are also given to SC/ST candidates.

3.21 The Committee recommend that SC/ST candidates should be interviewed separately under relaxed standard irrespective of number of SC/ST candidates appearing for a particular interview as provided in Government instructions. They also desire that suitable mechanism be devised to ensure that interview/appointment letters reach the selected SC/ST candidates in time.

3.22 The Committee observe that for recruitment in Group 'C' and 'D' posts, management of IRCON indicate the minimum qualification, age etc. to the Delhi Regional Employment Exchange to avoid rejection of the candidates. While this is a step in the right direction, but the Committee further desire that the reasons for rejection of SC/ST candidates sponsored by Employment Exchange should be communicated to the Employment Exchange which in turn will help the Employment Exchanges to nominate suitable candidates in the subsequent interviews.

3.23 The Committee find that some vacancies reserved for SCs/STs in Group 'B' and 'C' categories of services have been allowed to lapse till 1988. There is no evidence to show that special efforts were made to recruit suitable SC/ST candidates against these vacancies. They desire that action be taken to restore the desired representation of SCs/STs in the services of IRCON.

3.24 During evidence the Managing Director of IRCON informed the Committee that a Special Recruitment Drive was launched in 1989-90 to clear the backlog vacancies but they have not been

able to recruit SC/ST candidates in certain categories such as Chartered Accountants, Engineers in Electronics Department etc. Besides, some SC/ST persons who have been selected and offers of appointment sent for certain posts in Groups 'B' and 'C' services have not yet joined the services. The Committee are of the view that timely action should have been taken to fill up the reserved vacancies instead of waiting for directive from the Government to undertake Special Recruitment to clear backlog vacancies. They recommend that as assured by the Chairman, Railway Board, the management of IRCON should make all-out efforts to clear the entire backlog vacancies within one year.

C. Promotions

(i) Promotion Procedure

3.25 The Committee have been informed that three different procedures as indicated below are followed for promotion of staff in various categories:

- “(i) On the basis of Annual Confidential Reports;
- (ii) On the basis of Interview and Confidential Reports; and
- (iii) On the basis of written examination followed by interview.”

3.26 Normal Zone of Consideration for promotion in the case of General or reserved category employees has not been prescribed but depending on the number of vacancies available, all eligible candidates (including all SC/ST) are considered for selection and those found suitable are promoted against available vacancies.

3.27 When asked about the posts for which the different promotion procedures were followed, the witness stated during evidence as under:—

“For promotion to Group 'A' it is on the basis of interview and evaluation of the confidential reports. For promotions within Group 'C', the selection is held on the basis of Annual Confidential Reports. For Junior Assistants, there was a written examination.”

3.28 Asked to state the number of SCs/STs promoted by following these procedures, the Managing Director, IRCON submitted:—

“In 1987, 1988 and 1989 in Group 'A', the promotions for Scheduled Castes were four, for Scheduled Tribes was two; for Group 'B' there was none and for Group 'C' there were 23

SC and five STs. In Group 'D' there is one SC and one ST."

3.29 Asked about pre-promotion training, the witness stated that they do not conduct any pre-promotion training. However, he submitted that if a person is found below the required standard, they ask the Project Manager to help him and also keep a watch on him.

3.30 Regarding the promotion of SCs/STs on the basis of Annual Confidential Reports, the witness observed:

"In the Annual Confidential Report form of Railways, there is a column asking 'Is he sympathetic to the reserved community?' That means if one gentleman writes about another and if the latter is of SC/ST, it is termed that he is not biased man. That provision exists and it is done quite forcefully. When we have normal meetings we try to emphasise this point. The message is driven home."

3.31 When asked about the relaxations given to SCs/STs candidates in their promotion the witness stated that one of the relaxations is that qualifying marks are reduced from 60 to 50 per cent.

(ii) *Promotions—Shortfalls*

3.22 The following statement have been furnished to the Committee showing the number of persons promoted during the last three years and the number and percentage of SCs/STs among them:—

ANNEX. H

Category of posts	Total No. of employees promoted	Number of		Percentage		Shortfalls		Percentage	
		SCs	STs	SCs	STs	SCs	STs	SCs	STs
<i>Group 'A'</i>									
1987	4								
1988	50	2	1	4	2				
1989	42	2	1	4.76	2.38				

1	2	3	4	5	6	7	8	9	10
GROUP 'B'									
1987	1								
1988	..								
1989	5					1	1		
GROUP 'C'									
1987	72	11	3	15.28	4.17		2		3.33
1988	122	12	2	9.84	1.64	6	7	5.16	5.36
1989	3						1		
GROUP 'D'									
1987									
1988									
1989	5	1	1	20.0	20.0				

3.33 During evidence the Committee asked about the inadequate representation in promotion of SCs/STs in Group 'A', the Managing Director IRCON stated:

"As far as Group 'A' is concerned, within the Group 'A' as such there is no quota at the promotion stage. It is only in Group 'B' and lowest rungs of Group 'A' that we have quota. Of course, there have been shortfalls. This is of course due to non-availability of SC/ST candidates in the feeder cadre."

3.34 Asked about the proposal to make good the shortfall, he submitted:—

"We are having a little difficulty in getting enough people. Now we are following this procedure of recruitment at the base quota. Once we have that, it will be easier and we will make an attempt that we increase our feeder cadre so that people can get promotions."

In this context the Chairman Railway Board stated: "If we cannot get persons from the feeder cadre there is a proposal to get it from the direct recruitment."

3.35 On a suggestion by the Committee that instead of having direct recruitment they should give training to their own people, the Chairman, Railway Board stated:—

“We will resort to that only if there is a shortage.”

3.36 The Committee regret to note negligible representation of SC/ST in promotions made by the Company. Out of 96 persons promoted in Group ‘A’ during the last three years, only 4 were SCs and STs. In Group ‘B’ out of a total number of six persons promoted, non belonged to SC/ST. Similarly in Group ‘C’ out of a total number of 197 persons promoted, there were 23 SCs and 5 STs. One of the reasons attributed for the low representation in promotion of SC/ST candidates is non-availability of SC/ST employees in the feeder cadre.

3.37 The Committee note that there are shortages in the feeder cadre, especially in Group ‘A’ and ‘B’ services as main entry in the initial period set up of IRCON was through deputation and there were very few SC/ST officers on deputation. They desire that in order to increase the representation of SC/ST in various Groups the existing SC/ST employees who may fall short of the requisite experience and other services conditions, may be considered for giving promotion to the next higher grade by enlarging the zone of consideration and also by giving them pre-promotion training as well as further relaxation in qualifying marks in departmental competitive examinations. Finally, if necessary, the management should go in for direct recruitment of SC/ST candidates against various posts lying vacant due to non-availability of suitable SC/ST candidates.

D. Deputation—formation of IRCON Cadre

3.38 As regards the number of posts filled in by persons taking on deputation from Railways and other Departments, the Committee have been furnished with the following statement:—

Category of posts	Total No. of posts filled in by deputation			No. of persons belonging to	
	Rlys.	Other Deptt.	Total	SC	ST
Group ‘A’	45	9	54	..	..
Group ‘B’	23	..	23	1	..
Group ‘C’	84	..	84	5	1
Group ‘D’	45	..	45	9	..
TOTAL	197	9	206	15	1

3.39 The table above indicate that out of 206 persons taken on deputation by IRCON in different categories of services, 197 persons were from Railways alone, only 9 persons in Group 'A' were taken from other Departments. Out of these 206 deputationists only 15 persons belonged to SCs and one ST.

3.40 During evidence, the Committee desired to know the reasons for taking persons on deputation from the Railways only. In reply the Chairman, Railway Board explained:—

“The work of the IRCON is to survey, to build track, bridges etc. The aspect with reference to construction of roads was already explained yesterday. The people who have to carry out the work in the Railways have to have an adequate knowledge of what has to be done in a time frame. Only the Railway men who know the Railway work are competent to carry out the work. That is the fundamental reason.”

3.41 In this connection the Managing Director, IRCON supplemented:—

“In addition to construction of railway lines, we also undertake rehabilitation of existing railway structures including the track, bridges, signalling system, overhead electrification and so on. This type of work is done only by the railways, not only in India but anywhere else in the world. Only the Railways can provide the sort of people who can do the job. Even the gangmen in category (D) who have to maintain the track can be found only in the Railways. We cannot take them from any other source. We have no other source of getting people with the requisite expertise except from the Railways.”

3.42 Asked whether the vacancies were circulated to all Departments|Divisions|Units of Railways with a view to invite attention of SC|ST employees the witness stated that this was being done.

The Chairman, Railway Board added:

“It was not specified that our organisation wants SC and ST in the following jobs and we want volunteers. Anyway, we will make it a point and will modify that the Railways take advantage of trying to get representation from SC and ST. We will ensure this.”

3.43 To a query that instead of getting a large number of people on deputation, the Company should have their own cadre, the Managing Director, IRCON replied:—

“You are quite right that the company should have its own cadre. We are making in that direction. As we explained the position yesterday, even though we take them on deputation but it is for very short time. But the man has to decide whether he wants to remain in the Railways or he wants to go out. So, the rule of the Government which we are following very strictly is that it is only on a short time basis that we take them and it is for that man to decide whether he wants to remain in the Railways or not. Anyway, we should have a cadre. That is also the policy of the Government and we are moving in that direction.”

3.44 When asked as to how many volunteers responded to various circulars issued by the Railway Board as well as IRCON and number of SCs/STs who applied and selected, the Committee were furnished with the following statement:—

Category/ Group	Year	Number of vo- lunteers	No. of SC/ST out of Col. 3		Selected out of Col. 3		
			SC	ST	Gen.	SC	ST
A	1987	28	2		5	1	
	1988	69	3		15		
	1989	85	2	..	8	1	..
B	1987	9			1		
	1988	20			10		
	1989	21	..	..	8	..	..
C	1987	40	6	..	29	4	
	1988	13	2	1	26*	1	1
	1989	247	3	..	24	3	..
D	1987	10	7	1	25*	5	1
	1988	10	8		2	1	
	1989	46	7	..	19	7	..

*Includes those who were mobilised from selection in previous year.

3.45 When asked about the necessity for absorption of 177 deputationists, the Managing Director, IRCON stated,

"We have to take people on deputation basis from the Railways mainly to make use of them in our projects both in India and abroad. We are a little different from the Railways. We work as a contractor, whereas the Railways do not work as a contractor. We have to have a special skill and we have to get the job done and see to it that we are not penalised in any case. If a person goes back to the Railways, then whatever he has learnt will become a loss to the Company. We have to get experienced people who are technically qualified for our project work. When the deputationists come to IRCON, they develop another expertise in the interest of the Company. We absorb a few people as the rules regarding deputation do not allow to stay for more than three years and in exceptional cases for five years but for absorption also. If we lose trained deputationists, then they are a loss to the Company."

3.45. When the Committee asked about concessions/relaxations given to SC/ST candidates at the time of scrutinising their application and final selection, the witness stated,

"when IRCON asks the Railways for deputation, they in turn asks us as to what are the job specifications, etc. Sometimes we want an officer who can work on open line and sometimes, we may want officers whose work will be construction only. But we are very sympathetic to SCs/STs. We relax the conditions a little bit for them. Actually, we do not see the people. We see only their record. When we find that SCs/STs can be made available, we lower our standards a little bit."

3.47 The Committee find that out of 206 persons taken on deputation in Group A, B, C and D services of IRCON, 197 persons belong to Railways, 9 persons belong to other departments and out of these deputationists only 16 persons belong to SC and one belong to ST. During evidence the Chairman, Railway Board and the Managing Director, IRCON informed the Committee that particular type of job contracts which IRCON undertakes, requires technical expertise which is available in Railways. Only and for this reason most

of the persons have been taken on deputation from Railways. He, however, admitted that while inviting volunteers from various departments of Railways, no mention was made that the organisation needs the services of SC/ST candidates as well.

3.48 The Committee recommend that in future, at the time of taking persons on deputation from Railways, it must be made abundantly clear that vacancies against SC/ST candidates will be filled up by SC/ST candidates only and accordingly applications are to be invited from volunteers belonging to SC/ST communities from different departments of Railways. They hope that the management of IRCON will follow this meticulously as assured by Chairman, Railway Board during evidence and Committee informed of the steps taken in this direction.

3.49 The Committee find that practically no ST volunteers responded to the circulars issued by the Railway Board for selection against vacancies occurred in different groups of services in IRCON. The Committee have every doubt whether the circular inviting volunteers reached all the eligible ST candidates working in different zones of Railways in different parts of the country. The Committee would like the management of IRCON and of the Railway Board to ensure that circulars inviting volunteers for working in IRCON reaches the eligible ST candidates working in different sectors of Railways.

3.50 While it is accepted that the nature of expertise required by IRCON for completing various job contracts available in Railways only, it cannot be said that for performing duties in Group B, C and D services such persons are not available in other Departments. As a matter of fact there is no evidence to show that the management of IRCON has ever made any effort to recruit suitable persons from any other departments of the Government.

3.51 The Committee recommend that the management of IRCON should explore the possibility of finding suitable candidates in different groups of services for taking persons on deputation in IRCON from other Departments as well, including Public Sector Undertakings of the Government, especially to fill the vacancies of SC/ST candidates required by IRCON.

CHAPTER IV

OTHER MATTERS

A. Posting Abroad

4.1 The Committee have been supplied with the following statement in regard to officers posted on foreign projects during the last three years:

	1987-88			1988-89			1989-90		
	Total	SC	ST	Total	SC	ST	Total	SC	ST
1. G.M./P.D./D.W/ D.P..	05		..	04	..	..	03		
2. C.P.M./C.M.	04			06			08		
3. Sr. Manager/ Dy. C.P.M.	06	01		04			05		
4. Project Manager/ Manager	10	..		07	..		11	..	
5. Dy. Manager	14	01	01	20	02		36	01	
6. Asstt. Manager/ Accounts Manager	04	..	..	09	01	..	19	01	..
Total	43	02	01	50	03	..	82	02	..

4.2 During evidence, the Committee desired to know the total number of persons from different categories abroad on work assignment and number of SCs|STs among them. The Managing Director, IRCON informed the Committee that as on 30.6.1990 out of 116 persons sent on foreign projects, 17 persons were SCs and one was ST. The details of which are as under:

Group	Total No. of deputationists	Number of	
		SC	ST
A	10		
B	10	01	
C	57	07	..
D	39	09	01
Total	116	17	01

4.3 When asked about the reasons for low representation of SCs/STs in posting abroad, the witness replied:

"There are many cases where people do not want to go."

In this connection, another witness stated,

"There are cases where a person has gone abroad but has come back after a week."

4.4 Regarding the mode of selection for posting on foreign projects, the Committee were informed,

"For posting of the persons abroad, the vacancies are circulated amongst the Railways indicating the country of posting, job specification etc. Out of the volunteers, who offer for posting abroad a selection is held to suit the requirements of the job for which the persons are required to be sent abroad. The job specification for various jobs in foreign countries are prescribed by the foreign clients. The selection, therefore, has to be strictly according to these stipulations. After the selection, bio-data of the candidates as are considered suitable for being posted at our projects abroad, are sent to our clients abroad for their approval. It is only on receipt of the approval from clients that it is possible to mobilise the candidates to the foreign Projects. IRCON does not, therefore, have a final choice of mobilising the persons. With a view to see that the selected persons are not rejected, maximum care is taken in selecting good persons who could deliver goods on posting abroad."

4.5 When asked about the efforts made to give reasonable representation to SCs|STs in postings abroad, the Chairman, Railway Board explained;

"As I told you, when the things came to the Railway Board, say to select one Engineer, there will be 4-5 names in the order of priority. The tendency is to pick up the best person and send him abroad. But when we have to take 4-5 persons, we will select the best ones for the first three and when we come to the 4th, we will relax the standard and take the fourth person."

4.6 On being suggested that for upliftment of SC/ST employees, IRCON should give them representation in posting abroad,

because barring some exceptions, the majority of them would like to go on foreign projects being the coveted postings, the witness stated,

"you have made the point, sir, and you can rest assure that it will not go unnoticed".

4.7 The Committee note that out of 43 officers posted on foreign projects during 1987-88, two are Scheduled Castes and one is Scheduled Tribe; in 1988-89 out of 50 officers posted abroad, three were SCs and none belonged to ST; and during 1989-90 out of 82 persons posted abroad, only two were SCs and none from ST. They also find that as on 30-6-1990, out of 116 persons on foreign projects, only 17 persons belonged to SC and one belonged to ST. Some of the reasons given for not posting SC/ST employees/officers abroad are lack of interest on the part of officer for such posting, non-availability of suitable SC/ST candidates etc.

4.8 While there may be some initial difficulty in finding suitable SC/ST candidates in certain specialised jobs, the Committee are not convinced with the reply of Ministry of Railways that SC/ST candidates are not interested in foreign posting or suitable SC/ST candidates are not available for such jobs. In the opinion of the Committee, posting abroad on foreign projects is always an attractive proposition and as such for boosting the morale of SC/ST employees they ought to be considered for foreign assignments and sent abroad. The Committee desire that all-out efforts should be made by IRCON and Railway Board to find suitable SC/ST candidates for working on different projects abroad.

4.9 Further, if necessary, selected SC/ST candidates be given requisite training to make them suitable for undertaking a particular job abroad. This is more true in the case of Scheduled Tribes whose representation in IRCON is practically negligible. The Committee would like to be apprised of the steps taken by the Ministry of Railways to meet this social obligation.

B. Note on SC/ST in the Annual Report

4.10 There are Government instructions that a note should be included in the Annual Report of the Ministry/Department about the activities of the Cell set up within the Ministry/Department under the control of the Liaison Officer to assist the Liaison Officer in the discharge of his duties in respect of matters relating to representation of Scheduled Castes and Scheduled Tribes should be in the establishments and services under the control of the Ministry/Department.

4.11 The statistics relating to representation of Scheduled Castes and Scheduled Tribes should also be incorporated in the annual reports of the Ministries/Departments. This should include the information in Appendices 8 and 9 which is required to be furnished by the Ministries/Department to the Deptt. of Personnel & Training in a consolidated form every year.

4.12 Besides the consolidated information in respect of the Ministry/Department as a whole including all the attached and subordinate offices, it would be useful to include in the annual report information in respect of each organisation/establishment under a head of Department. Similar information in respect of statutory and semi-Government bodies and in respect of Public Sector Undertakings under the control of the Ministries/Departments may also be usefully included in the Annual Reports. 13th Annual Report of IRCON, 1988-89 however, does not provide the required information on the subject.

4.13 The Committee regret to observe that Annual Reports of IRCON does not contain any information on representation of SCs/STs in the services of IRCON or any information regarding welfare measures taken by the management for upliftment or advancement of SC/ST employees of IRCON. They recommend that the requisite information should invariably be furnished in the subsequent editions of Annual Reports of IRCON by incorporating a suitable para/section in it.

NEW DELHI;

March 8, 1991.

Phalguna 17, 1912 (Saka)

ANADI CHARAN DAS,

Chairman,

Committee on the Welfare of
Scheduled Castes and
Scheduled Tribes.

ANNEXURE

(Vide para No. 4 of Introduction)

SUMMARY OF CONCLUSIONS/RECOMMENDATIONS
CONTAINED IN THE REPORT

Sl. No.	Reference to Para No. in the Report	Summary of Conclusions Recommendations
1	2	3
1	1.15 and 1.16	<p>The Committee note that none of the persons in the Board of Directors of IRCON belong to Scheduled Castes/Scheduled Tribes. They were informed that candidates for appointment as Directors on the Board of Public Sector Undertakings are selected by the Public Enterprises Selection Board. However, in the event of any vacancy arising in the Board of IRCON, the Management of IRCON/Railway Board can suggest the names of eligible candidates to Public Enterprises Selection Board for consideration. Besides, the Railway Board nominates two part-time Directors on the Board of IRCON to oversee its working.</p> <p>Keeping in view the need to provide adequate representation to the Scheduled Castes/Scheduled Tribes in all walks of life as per provisions of the Constitution and also to take care of the inspected the organisation or its records with a employees of Undertakings/Institutions the Committee in their various Reports have been recommending for inclusion of one Scheduled Caste/Scheduled Tribe member on the Board of Directors of all Public Sector Undertakings. They, however, regret to note that it has not yet been implemented by the Government. The Committee recommend that early decision should be taken in this regard. They would also urge upon the Railway Board to suggest the name of at least one eligible Scheduled Caste/</p>

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Scheduled Tribe candidate to Public Enterprises Selection Board for selection as Director on the Board of IRCON as assured by the Chairman, Railway Board during evidence.

2 2.19, 2.20
and 2.21

The Committee note that a separate Cell exists in the Ministry of Railways (Railway Board) to look after the interests of SC/ST employees of Railways as also to ensure proper implementation of the Government policy for the welfare and representation of SCs/STs in the Railways. They, however, regret to note that SC/ST Cell at the Board level exercises no control over IRCON or other public undertakings under the control of the Ministry of Railways on the plea that they are directly governed by BPE in establishment matters. The Cell oversee the reservation of SCs/STs in IRCON through various returns furnished by the Company and never inspected the organisation or its records with a view to ensuring implementation of reservation orders in the Undertakings.

During evidence when the Chairman, Railway Board was asked to explain how the B.P.E. was responsible for compliance with reservation orders in IRCON, he admitted that it was a lapse on the part of Ministry of Railways and being the administrative Ministry, it was the responsibility of the Railway Board to ensure implementation of the reservation orders in IRCON and said, "we will take it up with pleasure." He also admitted during evidence that the Cell in the Board has to be made more active and greater attention needs to be paid to IRCON.

The Committee consider this a serious lapse on the part of the Ministry of Railways (Railway Board) and recommend that as assured by the Chairman, Railway Board during the evidence, the Cell at Board level should undertake

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periodical inspection of IRCON and its establishment records to ensure proper implementation of reservation orders, maintenance of rosters and application of other welfare measures for the upliftment of SCs/STs and to issue corrective guidelines where necessary.

3

2.22

The Committee hardly need emphasise that the Ministry of Railways (Railway Board) being the administrative Ministry of IRCON should ensure that the Liaison Officer of the Railway Board conducts periodical inspection of establishment matters of IRCON including checking of its rosters maintained for recruitment and promotion of staff in that organisation.

4

2.23
and
2.24

The Committee note that considering the size of the company and total strength of SC/ST employees in IRCON, no separate SC/ST Cell was set up in Indian Railway Construction Company Ltd. The General Manager (Personnel) who is responsible for recruitment and promotions etc. in the company has been designated as Liaison Officer for SCs/STs in IRCON.

The Committee regret to note that even though there are instructions from the Government of India that there should be a separate SC/ST Cell under the control of Liaison Officer, the IRCON has not yet created a separate Cell. The Committee recommend that a separate SC/ST Cell with requisite number of staff may be set up in the Corporate Office of IRCON whose functions will mainly be to aid and assist the Liaison Officer to discharge his duties effectively in so far as implementation of reservation orders in IRCON is concerned.

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2.25

There are clear instructions from Government that 100 point rosters should be drawn up for deciding vacancies of SCs/STs in Group 'C' and 'D' and for making recruitment against these

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vacancies in Group 'C' and 'D' in all the states of India excepting the Union Territories where 40 point rosters are followed. To their surprise the Committee find that only 40 point rosters are being maintained by IRCON for recruitment of all categories of staff including recruitments made for Group 'C' and 'D' categories of staff for posting in projects located in different states and recruitment for it is made only in Delhi Office. They find no reason why for the purpose of recruitment in Group 'C' and 'D' categories of posts in projects spread over a number of states in India and abroad, recruitment should not be made on regional basis and the prescribed reservation percentage for SC/ST of that region followed. The Committee desire the management of IRCON to follow the hundred point roster for recruitment of staff in Group 'C' and 'D' posts for manning its project in different regions.

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2.26

The Committee further observe that inspite of the reservation orders being in force for nearly two decades, discrepancies have been detected in the maintenance of rosters by IRCON. This may be due to the fact that the persons responsible for maintenance of rosters are not properly trained for the job. They recommend that periodical training in the matters relating to maintenance of rosters and follow up of reservation orders should be imparted to the staff/officers to be assigned with these tasks. They would like to impress upon the management of IRCON that they should ensure implementation of reservation orders issued by the Department of Personnel & Training and Bureau of Public Enterprises from time to time and any discrepancy crept in should be ractified immediately on detection.

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3.5

The Committee are distressed to find very low representation of SCs/STs among the employees of IRCON. Of the total number of employees, the representation of SCs/STs was only 3.3 per cent in Group 'A', 9.5 per cent in Group 'B', 14.5 per cent in Group 'C' and 27.5 per cent in Group 'D'. The main reason for it is that over the years a large number of persons who were taken on deputation initially have been absorbed and the management failed to protect the interests of SCs/STs while taking persons on deputation and absorbing them in the service of the Company. Thus out of 177 persons absorbed in various categories of posts, there were only 3 SCs and 2 STs employees. The Committee could not get any satisfactory explanation in this regard. They would stress the need for following up the reservation policy of Government in letter and spirit by the Company and to ensure representation of SCs/STs in various categories of posts as per Government instructions. The Committee would like to be informed of the steps taken in this regard and the outcome thereof.

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3.20

and

3.21

The Committee learn that IRCON makes direct recruitment in Group A, B and C services after advertising the posts in the leading newspapers on all-India basis and for recruitment in Group 'C' upto certain scale (non-technical) and D posts indents are placed with Delhi Employment Exchange requesting the Exchange to send suitable candidates for these posts. IRCON gives certain relaxation to SC/ST candidates at the time of recruitment such as age relaxation by five years and 10 per cent relaxation in qualifying marks both in written test and in interview. In addition relaxation in experience and lower percentage of marks in qualifications are also given to SC/ST candidates.

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The Committee recommend that SC/ST candidates should be interviewed separately under relaxed standard irrespective of number of SC/ST candidates appearing for a particular interview as provided in Government instructions. They also desire that suitable mechanism be devised to ensure that interview/appointment letters reach the selected SC/ST candidates on time.

9.

3.22

The Committee observe that for recruitment in Group 'C' and 'D' posts, management of IRCON indicate the minimum qualification, age etc. to the Delhi Regional Employment Exchange to avoid rejection of the candidates. While this is a step in the right direction, the Committee further desire that the reasons for rejection of SC/ST candidates sponsored by Employment Exchange should be communicated to the Employment Exchange which in turn will help the Employment Exchanges to nominate suitable candidates in the subsequent interviews.

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3.23.

The Committee find that some vacancies reserved for SCs/STs in Group 'B' and 'C' categories of services have been allowed to lapse till 1988. There is no evidence to show that special efforts were made to recruit suitable SC/ST candidates against these vacancies. They desire action be taken to restore the desired representation of SCs/STs in the services of IRCON.

11.

3.24.

During evidence the Managing Director of IRCON informed the Committee that a Special Recruitment Drive was launched in 1989-90 to clear the backlog vacancies but they have not been able to recruit SC/ST candidates in certain categories such as Chartered Accountants, Engineers in Electronics Department etc. Besides, some SC/ST persons who have been selected and offers of appointment sent for

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certain posts in Group 'B' and 'C' services have not yet joined the services. The Committee are of the view that timely action should have been taken to fill up the reserved vacancies instead of waiting for directive from the Government to undertake Special Recruitment to clear backlog of vacancies. They recommend that as assured by the Chairman, Railway Board, the management of IRCON should make all-out efforts to clear the entire backlog vacancies within one year.

12.

3.36
and
3.37

The Committee regret to note negligible representation of SC/ST in promotions made by the Company. Out of 96 persons promoted in Group 'A' during the last three years, only 4 were SCs and 2 STs. In Group 'B' out of a total number of six persons promoted, none belonged to SC/ST. Similarly, in Group 'C' out of a total number of 197 persons promoted, there were 23 SCs and 5 STs. One of the reasons attributed for the low representation in promotion of SC/ST candidates is non-availability of SC/ST employees in the feeder cadre.

The Committee note that there are shortages in the feeder cadre, especially in Group 'A' and 'B' services as main entry in the initial period set up of IRCON was through deputation and there were very few SC/ST officers on deputation. They desire that in order to increase the representation of SC/ST in various Groups the existing SC/ST employees who may fall short of the requisite experience and other services conditions, may be considered for giving promotion to the next higher grade by enlarging the zone of consideration and also by giving them pre-promotion training as well as further relaxation in qualifying marks in departmental competitive examinations. Finally, if necessary, the management should go in for direct recruitment

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of SC/ST candidates against various posts lying vacant due to non-availability of suitable SC/ST candidates.

13.

3.47
and
3.48

The Committee find that out of 206 persons taken on deputation in Group A, B, C and D services of IRCON, 197 persons belong to Railways, 9 persons belong to other departments and out of these deputationists only 16 persons belong to SC and one belong to ST. During evidence the Chairman, Railway Board and the Managing Director, IRCON informed the Committee that particular type of job contracts which IRCON undertakes, requires technical expertise which is available in Railways only and for this reason most of the persons have been taken on deputation from Railways. He, however, admitted that while inviting volunteers from various departments of Railways, no mention was made that the organisation needs the services of SC/ST candidates as well.

The Committee recommend that in future, at the time of taking persons on deputation from Railways, it must be made abundantly clear that vacancies against SC/ST candidates will be filled up by SC/ST candidates only and accordingly applications are to be invited from volunteers belonging to SC/ST communities from different departments of Railways. They hope that the management of IRCON will follow this meticulously as assured by Chairman, Railway Board during evidence and Committee informed of the steps taken in this direction.

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3.49

The Committee find that practically no ST volunteers responded to the circulars issued by the Railway Board for selection against vacancies occurred in different groups of services in IRCON. The Committee have every doubt whether the circular inviting volunteers reached

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all the eligible ST candidates working in different zones of Railways in different parts of the country. The Committee would like the management of IRCON and of the Railway Board to ensure that circulars inviting volunteers for working in IRCON reaches the eligible ST candidates working in different sectors of Railways.

15.

3.50
and
3.51

While it is accepted that the nature of expertise required by IRCON for completing various job contracts available in Railways only, it cannot be said that for performing duties in Group B, C and D services such persons are not available in other Departments. As a matter of fact there is no evidence to show that the management of IRCON has ever made any effort to recruit suitable persons from any other departments of the Government.

The Committee recommend that the management of IRCON should explore the possibility of finding suitable candidates in different groups of services for taking persons on deputation in IRCON from other Departments as well, including Public Sector Undertakings of the Government, especially to fill the vacancies of SC/ST candidates required by IRCON.

16.

4.7
and
4.8

The Committee note that out of 43 officers posted on foreign projects during 1987-88, two are Scheduled Castes and one is Scheduled Tribe; in 1988-89 out of 50 officers posted abroad, three were SCs and none belonged to ST; and during 1989-90 out of 82 persons posted abroad, only two were SCs and none from ST. They also find that as on 30-6-1990, out of 116 persons on foreign projects, only 17 persons belonged to SC and one belonged to ST. Some of the reasons given for not posting SC/ST employees/officers abroad are lack of interest on the part of officer

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for such posting, non-availability of suitable SC/ST candidates etc.

While there may be some initial difficulty in finding suitable SC/ST candidates in certain specialised jobs, the Committee are not convinced with the reply of Ministry of Railways that SC/ST candidates are not interested in foreign posting or suitable SC/ST candidates are not available for such jobs. In the opinion of the Committee, posting abroad on foreign projects is always an attractive proposition and as such for boosting the morale of SC/ST employees they ought to be considered for foreign assignments and sent abroad. The Committee desire that all-out efforts should be made by IRCON and Railway Board to find suitable SC/ST candidates for working on different projects abroad.

17.

4.9

Further, if necessary, selected SC/ST candidates be given requisite training to make them suitable for undertaking a particular job abroad. This is more true in the case of Scheduled Tribes whose representation in IRCON is practically negligible. The Committee would like to be apprised of the steps taken by the Ministry of Railways to meet this social obligation.

18.

4.13

The Committee regret to observe that Annual Reports of IRCON does not contain any information on representation of SCs/STs in the services of IRCON or any information regarding welfare measures taken by the management for upliftment or advancement of SC/ST employees of IRCON. They recommend that the requisite information should invariably be furnished in the subsequent editions of Annual Reports of IRCON by incorporating a suitable para/section in it.

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