

**COMMITTEE ON THE WELFARE OF  
SCHEDULED CASTES AND  
SCHEDULED TRIBES  
(1991-92)**

(TENTH LOK SABHA)

**FIFTH REPORT**

**MINISTRY OF CHEMICALS AND FERTILISERS  
(DEPARTMENT OF FERTILISERS)**

**Reservations for and Employment of Scheduled Castes and Scheduled  
Tribes in Paradeep Phosphates Limited.**



*Presented to Lok Sabha on 10.4.1992  
Laid in Rajya Sabha on 27-4-1992*

LOK SABHA SECRETARIAT  
NEW DELHI

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COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND  
SCHEDULED TRIBES (1991-92)

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\*Ceased to be member of the Committee on his retirement from *Rajya Sabha* with effect from 2nd April, 1992.

## INTRODUCTION

I, 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 Fifth Report (Tenth Lok Sabha) on the Ministry of Chemicals and Fertilisers (Department of Fertilisers)-Reservations for and Employment of Scheduled Castes and Scheduled Tribes in Paradeep Phosphates Limited.

2. The Committee took evidence of the representatives of the Ministry of Chemicals and Fertilisers (Department of Fertilisers) and Paradeep Phosphates limited on 31 December, 1991. The Committee wish to express their thanks to the Officers of the Ministry of Chemicals and Fertilisers (Department of Fertilisers) and Paradeep Phosphates Limited for placing before the Committee material and information the Committee desired in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on 1 April, 1992.

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

NEW DELHI;  
*April 9, 1992*

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*Chaitra 20, 1914(Saka)*

K. PRADHANI  
*Chairman,  
Committee on the  
Welfare of Scheduled  
Castes and Scheduled  
Tribes.*

## CHAPTER I

### REPRESENTATION IN BOARD OF DIRECTORS

#### *A. Organisational Set up*

Paradeep Phosphates Limited (PPL), a joint venture company between the Government of India and the Government of Nauru, was incorporated on 24 December, 1981, with its registered office at Bhubaneswar (Orissa) to implement the Paradeep Fertiliser Project at Paradeep in Orissa.

1.2 The project has been completed in two phases. Phase-I was completed on 26 February, 1986 and Phase-II in October, 1990.

1.3 Paradeep Phosphates Limited is headed by a Managing Director who is assisted by General Manager (Personnel & Administration), General Manager (Corporate Planning), General Manager (Operation), General Manager (Marketing), Financial Advisor and Executive Director (Vigilance). At present the Ministry of Chemicals and Fertilisers (Department of Fertilisers) is looking after the working of Paradeep Phosphates Limited.

#### *B. Board of Directors*

1.4 According to Article 77 of the Articles of Association of Paradeep Phosphates Limited, there shall be not less than 3 and not more than 10 members in the Board of Directors. Out of these 10 Directors, six are to be nominated by the Government of India and four by the Government of Nauru.

1.5 At present there are two vacancies in the Board of Directors i.e. Chairman and one Director, under the nominees of Government of India. The Managing Director happens to be the only full-time functional Director on the Board.

1.6 The Committee were informed that none of the present Directors belonged to SCs/STs. When the Committee desired to know the procedure followed regarding selection and appointment of Directors on the Board, it was stated that appointment of officials from Department of Fertilisers on the Board of PPL, as in the case of other Public Sector Undertakings, was made with the approval of Minister. Appointment of Chairman, first time appointment of representatives of other Ministry(ies) and appointment of non-officials on the Board required approval of ACC. Appointment of Managing Director was made on the basis of

recommendations of PESB and with the approval of ACC, whereas the representatives of Nauru Government are nominated by that Government.

1.7 When the Committee desired to know whether there was any SC/ST director in the Board of any of the nine Public Sector Undertakings under the Department of Fertilisers, the representative of the Ministry stated that out of the nine companies, there had till recently been a Scheduled Caste Director in the National Fertiliser Company.

1.8 In reply to a question the representative of the Ministry further informed the Committee that neither the Government nor the Company had ever made any recommendations for inclusion of a SC/ST member in the Board of Directors of Paradeep Phosphates Limited. He admitted that it was a failure on the part of the company which they wished to amend by drawing up a list of people from SC/ST communities with suitable background and experience who could be appointed on the Board of the Fertiliser companies as and when vacancies arose. The witness assured that in future serious attempts would be made to identify SC/ST candidates for nomination on the Board of Directors of various corporations under their control including PPL (even though the reservations were not applicable).

1.9 When the Committee desired to know whether the Government could take retired officers as non-official Directors, the representative of the Ministry informed:

“We are not limiting it to any particular category whether they are retired officers or from private sector or public sector or from farmers community.”

1.10 In reply to a question, the witness informed the Committee that the matter relating to representation of SC/ST in the services of PPL and inclusion of any SC/ST candidate on the Board of Directors was never discussed in the Board Meetings as an agenda item so far. He however, assured the Committee that henceforth the Board of Directors would discuss about representation of SCs and STs and allied matters as one of the agenda items.

1.11 The Committee regret to note that there was no representation of SC/ST on the Board of Directors of PPL. In fact none of the nine public undertakings under the administrative control of Department of Fertiliser had a representative of SC/ST. They are also unhappy to know that neither the Government nor PPL had ever suggested the name of any SC/ST candidate for appointment on the Boards of Directors of PPL.

1.12 The Committee recommend that the Government should make serious efforts to draw a panel of suitable SC/ST persons with requisite background and experience for appointment on the Boards of the public undertaking under the Department of Fertilizers and ensure that at least

**one SC/ST, official or non-official, is appointed as Director on the Board of Directors of PPL as well as on other eight undertakings under the Department of Fertilisers.**

**1.13 The Committee further note that PPL Board had never discussed about the representation of SCs/STs in services and other allied matters. They recommend that the Board of Directors of PPL and other undertakings should invariably review at regular interval the representation of SCs/STs and allied matters as one of the agenda items.**

## CHAPTER II

### ORGANISATIONAL MATTERS

#### A. Liaison Officer and SC/ST Cell in the Ministry

2.1 The Committee have been informed that no Liaison Officer has been appointed in the Department of Fertilisers to ensure due compliance with the reservation orders in the public undertakings under its control. It has also been mentioned that Joint Secretary (Admn.) in the Department of Fertilisers has been designated as Liaison Officer to deal with all such matters. The Committee have also been informed that there is no SC/ST Cell in the Department of Fertilisers.

2.2 Position of total number of employees in the Public Sector Undertakings under the administrative control of the Department of Fertilisers as on 30.9.1991 is as follows :—

Sl. No.	Name of Public Undertakings	Total No. of employees	SC	ST
1.	Pyrites, Phosphates and Chemicals Limited (PPCL)	2789	348	41
2.	Fertilizers and Chemicals Travancore Limited (FACT)	9098	942	167
3.	Madras Fertilizers Limited (MFL)	1544	208	4
4.	Projects & Development India Limited (PDIL)	3231	222	143
5.	National Fertilizers Limited (NFL)	6835	1499	234
6.	Hindustan Fertilizers Limited (HFC)	10332	1409	745
7.	Fertilizer Corporation of India Limited (FCI)	10369	1426	495
8.	Paradeep Phosphates Limited (PPL) (as on 5.12.91)	922	74	11
9.	Rashtriya Chemicals & Fertilizers Limited (RCF)	6006	726	224

2.3 When the Committee drew the attention of the Ministry to the violation of the Directives issued by the Department of Personnel regarding appointment of a Liaison Officer in each Ministry/Department/



Attached and Subordinate Offices as well as setting up of a Cell within the Ministry/Department to assist the Liaison Officer in order to ensure due compliance with the orders and instructions pertaining to reservation of vacancies in favour of SCs/STs as well as other benefits admissible to them, it was stated :

“In so far as the Ministry of Chemicals and Fertilisers are concerned, there is a Liaison Officer (Of the rank of Deputy Secretary) to deal with matters relating to the representation of SCs–Sts in the Ministry. He however, does not deal with matters pertaining to SCs/STs in respect of Public Undertaking.”

2.4 During evidence it was further elaborated by the representative of the Ministry :

“In so far as the Ministry of Chemicals and Fertilisers is concerned, to monitor the recruitment of SC and ST, we have a Liaison Officer. We have interpreted the directive given by the Government of India in 1982 and later to mean the Liaison Officer is intended for monitoring the recruitment and employment of SC and ST in the Ministry only. However, we have an officer, of course, designated to look after the problems of SC/ST and other administrative work of PPL and other public undertakings. But we have not specifically designated that officer as a Liaison Officer. We had a doubt in terms of the Government of India’s directive as to whether designate this officer specifically for the purpose of public undertaking or not.”

2.5 When the Committee pointed out that, there should not be any doubt regarding this issue because as per Government instructions the ministry had administrative powers to see all the public undertakings under their control as to whether the policies are properly implemented or not, it was stated that earlier there were some uncertainties within the Ministry which had been removed/cleared by now.

2.6 It has also been stated that Rosters maintained by PPL are not being inspected by the Liaison Officer in the Ministry.

#### *B. Liaison Officer and SC/ST Cell in PPL*

2.7 The Committee have been informed that there are two Liaison Officers in PPL one at Corporate Office and, another at the Plant site. The first Liaison Officer was appointed in PPL by order dated 20.2.1989. The status of the present Liaison Officer at Corporate Office is that of Senior Manager and that of plant is Senior Personnel Officer. The status

of the Liaison Officers is lower than the Head of Department of Personnel and Administration. One of the two present Liaison Officers belongs to SC community.

2.8 It has been further stated that no occasion has arisen so far which may have necessitated the meeting of the two Liaison Officers.

2.9 When the Committee pointed out the importance of periodical meetings of the Liaison Officers to sort out problems faced in the implementation of reservation orders, it was submitted:

“In the initial stages, the management made recruitments on urgent basis to meet the requirements of Project Construction. Unfortunately in this process, adequate attention was not given to the representation of SC/ST.”

2.10 The Committee have also been informed that PPL is not a big organisation in terms of man-power and as such no need for constitution of separate cell has been felt.

2.11 When the Committee desired to know as to why the Government instructions were not followed for setting up a SC/ST Cell in PPL, it was stated:

“Cells both at Corporate Office and at the Plant have now been constituted.”

### C. Rosters

2.12 The Committee have been informed that rosters are being maintained by the Corporate Office of PPL from January, 1989 and by the Plant Office from January, 1988.

2.13 When the Committee desired to know the reasons for which the instructions regarding maintenance of rosters were not followed by PPL. Since its inception in 1981 and how did they ensure proper implementation of reservation orders when rosters were not being checked, it was submitted to the Committee:

“With the assistance of the Director for SC/ST and *ex-officio* Deputy Commissioner for SC/ST, Government of India, Bhubaneswar, the rosters for recruitment have now been prepared from the inception of this Company and the same has been inspected by the Office of Director for SC/ST and *ex-officio* Deputy Commissioner for SC/ST, Government of India, Bhubaneswar.”

2.14 During evidence when the Committee desired to have a copy of the inspection report of rosters by the Director, SC/ST, it was submitted that it would be produced later on to the Committee. Later the inspection report of the Director for SC/ST, Bhubaneswar was furnished to the Committee. In the said report it has been stated that “the maintenance of rosters in respect of different categories of post/posts is found in order.”

#### **D. Complaints/Grievances**

2.15 The Committee have been informed that there is a general grievance redressal procedure existing in PPL for all the employees but no complaint register as such is maintained and no complaint has been received from any SC/ST employee during the last three years.

2.16 When the Committee desired to know that procedure had been introduced to redress grievances of SCs/STs exclusively, it was stated that there was a three-tier grievance redressal procedure applicable to all the employees including SCs and STs in which the aggrieved employees could present their grievances to different officers at different levels beginning from their immediate officers to the General Manager of the concerned Division for quick and expeditious redressal of grievances.

2.17 It was further stated that the grievances procedure could be invoked relating to the matters of wage payment, increment, working conditions, recovering of dues, leave allotment of quarters, medical facility, seniority and like matters whereas grievances pertaining to or arising out of the matters of Annual Appraisal, promotion including DPC minutes and cases relating to collective disputes and disciplinary matters would not come under the purview of this procedure.

2.18 When the Committee expressed their concern at the existing procedure and desired to know how PPL could conclude that no complaint had been received from any SC/ST employee during the last three years without complaint register having been maintained, it was stated:

“A complaint register is now being maintained.”

2.19 The Committee regret to note the indifferent attitude taken by the Department of Fertilisers in not appointing a full time Liaison Officer to safeguard the interests of SCs and STs in all the establishments under its administrative control.

2.20 The Committee are equally concerned to find that no separate cell exists in the Department to assist the Liaison Officer in the discharge of his duties effectively. They also take a serious view of the fact that rosters maintained by PPL are not periodically inspected by the Liaison Officer in the Ministry.

2.21 The Committee recommend that the Directives of the Department of Personnel regarding the appointment of a Liaison Officer and the constitution of a separate SC/ST cell in regard to its functioning should be strictly followed by the Department of Fertilisers in letter and spirit. Considering the importance of periodical inspection of rosters for ensuring proper implementation of reservation orders in offices/public undertakings under the Ministry/Department, the Committee desire that the Liaison Officer appointed by the Ministry/Department should under take periodical inspection of rosters maintained by PPL.

2.22 The Committee are surprised to note that the process of appointing Liaison Officers in PPL started only in 1989, i.e. 8 years after the

**incorporation of the Company and adequate attention was not paid initially to SCs/STs representation on various posts. This is a serious lapse on the part of the management as well as the administrative Ministry. They desire that immediate steps should be taken to ensure implementation of reservation orders.**

**2.23 The Committee further desire that the two Liaison Officers at Corporate Office and in plant Office should meet periodically to exchange their views and sort out the difficulties experienced in their day to day working in implementation of the reservation orders.**

**2.24 The Committee find that although the rosters in the plant Office and Corporate Office of PPL were initially maintained from January 1988, and January, 1989 respectively, these rosters have been recast and got prepared from the date of inception with the assistance of the Director for Scheduled Castes and Scheduled Tribes, Bhubaneswar. The Committee, with a view to preventing any aberration in the implementation of reservation rules in future, recommend that the officers of PPL be given training in reservation rules and maintenance of rosters in order to enable them to inspect the rosters meticulously and ensure compliance of other orders connected with the reservation rules.**

**2.25 The Committee are not inclined to agree with the statement of the management of PPL that no complaint whatsoever has been received from either SC or ST employees during the last three years even though no separate complaint register was maintained for this purpose. In their opinion instead of leaving things to memory, a separate complaint/grievance register should be maintained to record the complaints, as and when received from SCs/STs, and steps taken for their prompt disposal.**

## CHAPTER III

### RESERVATIONS IN SERVICES

3.1 The percentage of reservations in services made in favour of SCs/ STs in Paradeep Phosphates Limited since 1982 is as under:

	SC	ST
A. <i>Direct Recruitment</i>		
(i) A&B categories of the company as a whole and C&D categories of Marketing Division (which is All-India Basis)	16½%	7½%
(ii) C&D category for plant and Corporate Office	15%	23%
B. <i>Promotions</i>	15%	7½%

3.2 It has been stated that there is no category of post of PPL that is exempted from the application of reservation orders.

#### *Staff Strength*

3.3 The staff strength of Paradeep Phosphates Limited as on 31.12.1982 and on 5.12.1991 was stated to be as under:

Year	Category of posts	Total No. of employees	No. of employees		Percentage	
			SC	ST	SC	ST
<hr/>						
As on 31.12.82	A	11	Nil	Nil	Nil	Nil
	B	07	Nil	Nil	Nil	Nil
	C	09	Nil	Nil	Nil	Nil
	D	02	Nil	Nil	Nil	Nil
	<b>Total</b>	<b>27</b>	<b>Nil</b>	<b>Nil</b>	<b>Nil</b>	<b>Nil</b>
<hr/>						
As on 5.12.91	A	127	03	Nil	2.4	Nil
	B	272	12	04	4.4	1.5
	C	394	37	07	9.4	1.8
	D	129	22	Nil	17	Nil
	<b>Total</b>	<b>922</b>	<b>74</b>	<b>11</b>		
<hr/>						

3.4 It has been stated that the PPL projects has been constructed in stages and staff have been recruited at different points of time according to the project requirements. Recruitments made by PPL during 1989, 1990 and 1991 (as on 5.12.1991) are as under:

Year	Category of posts	Total No. of vacancies actually occurred filled	No. of vacancies reserved for Scheduled Castes							No. of vacancies reserved for ST		No. of candidates appointed		No. of vacancies carried forward			
			2	3	4	5	6	7	8	9	10	Total	C/F from during 'pre. year	Total SC	ST	SC	ST
1																	
1989	A	29	19	09	04	13	05	02	07	01	—	12	07				
	B	56	47	18	08	26	10	04	14	01	02	25	12				
	C	16	11	20	03	23	63	01	64	—	—	23	64				
	D	—	7	—	—	—	25	01	26	—	—	—	26				
		14	84							02	02						
1990	A	32	14	12	02	14	07	01	08	01	—	13	08				
	B	50	30	25	05	30	12	02	14	04	—	26	14				
	C	140	105	23	15	38	64	24	88	16	02	22	86				
	D	08	08	—	01	01	01	26	01	27	02	—	27				
			157							23	02						
1991 As on 5.12.91	A	18	05	13	01	14	08	—	08	—	08	14	08				
	B	42	12	26	02	28	14	—	14	11*	02*	17	12				
	C	71	49	22	07	29	86	11	97	29*	08*	—	89				
	D	18	13	—	02	02	02	27	03	30	02	—	30				
			79						48	42	10						

3.5 It has been found from the above statement that during 1989 out of the 84 vacancies filled 2 each belong to SCs and STs, similarly in 1990 out of the 157 vacancies filled 23 belong to SCs and 2 to STs and in 1991 (upto 5.12.1991) out of 79 vacancies filled 42 belong to SCs and 10 STs.

3.6 But during the course of evidence it was informed to the committee that during 1989 out of the 42 vacancies filled 4 belonged to SCs/STs; similarly in 1990 out of the 135 vacancies filled 25 belonged to SCs/STs whereas in 1991 out of the 90 vacancies filled 52 belonged to SCs/STs.

3.7 The number of backlog vacancies and the percentage of shortfall therein in various Groups of Posts reserved for SCs and STs in PPL as on 5.12.1991 has been stated to be as under:

Groups	Number of backlog vacancies		Percentage of shortfalls	
	SC	ST	SC	ST
5.				
	Nil	89	12.2%	6.1%
D	Nil	30	—	21.2%
				23.0%
Total	31	139		

3.8 Following reasons have been advanced for such a huge shortfall in all the groups of posts in PPL:

- (i) The location of the plant is one of the constraints. The plant is located about 120 Kms. from Bhubaneswar and does not have adequate developed infrastructural facilities;
- (ii) Sufficient number of qualified and experienced SC/ST candidates are not available to fill up the reserved vacancies;
- (iii) that SC/ST candidates at times do not turn up at the interview; and
- (iv) that SC/ST candidates do not accept offers of appointments. The vacancies are however not allowed to lapse and are carried forward as such. This will be monitored closely hereafter.

3.9 When asked about the special efforts Paradeep Phosphates Limited proposed to make to appoint SC and ST candidates in all categories of posts as per prescribed quota, it was submitted that they proposed to launch special recruitment drives on relaxed standard for clearing the backlog vacancies and current reserved posts.

3.10 As a special action plan to clear the backlog vacancies, it has also

been proposed to send a team to various Institutions/Colleges for selecting candidates particularly belonging to Scheduled Tribes.

3.11 In addition, following action was being taken:

- (i) To re-advertise the reserved posts;
- (ii) To publicise again through TV/AIR and local dailies;
- (iii) To write again to SC/ST Agencies of the State to sponsor SC/ST candidates; and
- (iv) To notify the vacancies in Employment Exchanges in areas predominantly inhabited by SC/ST (i.e. Koraput, Sundergarh, Mayurbhanj Districts of Orissa).

3.12 During evidence it was stated that PPL had a target of filling up 130 reserved vacancies out of the backlog of 170 such vacancies during the year 1992. Out of these 130, 78 would be for Group 'C' and 30 and 22 vacancies for Group 'B' and 'A' respectively.

3.13 In reply to a specific question regarding shortfall of ST candidates in a State where their concentration is 23%, it was stated that the tribal inhabited districts in Orissa were Koraput, Sundergarh and Mayurbhanj. These districts were situated far away from the plant site at Paradeep for which these candidates were not willing to join the PPL services. However, the entire 78 vacancies of Group 'C' would be filled up June, 1992 only from ST community as per special action plan. A team would be visiting the tribal areas, colleges and ITIs, to make spot interviews and to give assurance to the candidates that as soon as they pass the final year, they would be trained and given employment in the Company.

3.14 Regarding dereservation and lapsing of carried forward vacancies, the Committee were informed that no post was dereserved and no carried forward vacancy had lapsed in PPL during the last three years.

3.15 As per the Government instructions in the case of carry forward vacancies in the third year of recruitment, the post reserved for one community may be filled up by candidates from the other community in case a suitable candidate is not available from community for whom it is reserved.

3.16 During evidence when the Committee pointed out that why PPL had not taken any step to interchange the vacancies as there was huge backlog, the representative of PPL submitted :

“This is a lapse. We will see that such things do not recur in future.”

#### *Promotions*

3.17 As regards total number of persons promoted and the number of



SCs/STs among them during 1989, 1990 and 1991, the following information was furnished to the Committee:

Year	Category of posts	Total No. of employees promoted	Number of		Percentage	
			SCs	STs	SCs	STs
1989	A	40	2	Nil	5.0	Nil
	B	42	2	1	4.8	2.4
	C	5	Nil	Nil	Nil	Nil
	D	Nil	Nil	Nil	Nil	Nil
			87	4	1	
1990	A	6	Nil	Nil	Nil	Nil
	B	20	2	Nil	10.0	Nil
	C	15	.1	1	6.7	6.7
	D	Nil	Nil	Nil	Nil	Nil
			41	3	1	
1991 As on 5.12.91	A	37	Nil	Nil	Nil	Nil
	B	83	Nil	Nil	Nil	Nil
	C	Nil	Nil	Nil	Nil	Nil
	D	Nil	Nil	Nil	Nil	Nil
			120	Nil	Nil	

3.18 When the Committee desired to know the causes of shortfalls in promotion and the remedial measures proposed to be taken to make good of these shortfalls it was stated that the shortfall was mainly due to the non-availability of SC/ST candidates in the feeder cadre in the zone of consideration for promotion.

3.19 The Committee note with dismay that there has been huge shortfalls both in direct recruitment and in vacancies filled through promotions in PPL. The overall percentage of SC employees in categories A, B, C and D is 2.4, 4.4, 9.4 and 17 respectively and the corresponding percentage for STs is Nil, 1.5, 1.8 and Nil. The usual plea that suitable SC/ST candidates are not available is hardly convincing as there is no evidence to show that serious efforts were made in the past to recruit required number of SCs/STs. The location of the plant which obstructs the SCs/STs to join services in PPL, as stated, seems to be a distant truth. The principal reason for dismal low representation of SC/ST in the services of PPL as has been stated elsewhere, is that in the initial stages recruitment was made on the plea of urgency to meet the requirement of project construction without

paying adequate attention to the representation of SC/ST. The Committee are not happy with the indifferent attitude adopted by the company in following the Presidential Directives. They recommend that all out efforts should be made to ensure prescribed representation of SCs/STs in the services of PPL without further delay. They also recommend that the PPL should assess the requirement of SC/ST manpower for the next five years category-wise and trade-wise and take measures for their timely selection and recruitment. In case candidates for a particular trade are generally not available the matter may be taken up with the Govts. of Orissa and adjoining states for introduction of such disciplines in their respective Industrial Training Institutes with provision for reservation of seats for SCs/STs in those disciplines.

3.20 As a measure to improve the position the management should undertake immediate special recruitment drives to wipe out the existing shortfalls in both SC and ST categories. Particularly in the case of STs, the Committee suggest, as agreed to during evidence, that a special recruitment team should visit the tribal Districts in Orissa within three months with a view to finding out suitable ST candidates for appointment in the Company.

3.21 The Committee further recommend that as per Government instructions whenever circumstances demand, vacancies reserved for SCs and STs should be interchanged.

3.22 The Committee also desire PPL to take adequate remedial measures to wipe out shortfall of SCs/STs in promotions. The Committee would like to be apprised of the steps taken by the management to improve the representation of SCs/STs in PPL and the results achieved within six months.

## CHAPTER IV

### PROCEDURAL MATTERS

#### *A. Recruitment Procedure*

4.1 The Committee have been informed that for the recruitment of staff in Group A & B posts in PPL, advertisements are released in leading newspapers of the country including local leading newspapers in the State of Orissa, such as:

- (a) The Samaj
- (b) The Sambad (all editions)
- (c) Prajatantra
- (d) Pragatibadi

4.2 For recruitment of staff in Group C and D categories, the vacancies besides being notified to the local employment exchange are also advertised in the above-mentioned leading local/regional newspapers. The special Employment Exchange for SC/ST, Bhubaneswar are also notified.

4.3 The vacancies reserved for SCs/STs are being advertised/announced over All India Radio and Doordarshan and copies of the advertisement are sent to the recognised All India Association for SC/ST, Orissa since last one year only.

4.4 When the Committee desired to know as to why the appointing authorities did not indicate the precise reasons for the rejection of SC/ST candidates to the Employment Exchange, it was stated that since the representatives of Employment Exchange/District Administration were invariably associated with the selection procedure for Group C and D no separate intimation indicating reasons for rejection of SC/ST candidates was being given to Employment Exchange. It was, however, assured that in future intimation would be given to Employment Exchange in this regard.

4.5 Regarding issuance of interview/appointment letters and period of notice given to SC/ST candidates for interview/appointment, the Committee have been informed that the interview letters are issued under UPC, and also by telegram wherever necessary, while the appointment letters are issued by Registered Post. PPL, however, have now started issuing the interview letters by Registered Post. It has also been stated that the minimum period of notice given to SC/ST candidates for appearing in written test/interview varies between 15 to 21 days whereas the time given for joining is normally as desired by the candidates.

4.6 The Committee have been informed that for the exclusive vacancies, the SC/ST candidates are interviewed separately while for other vacancies they are interviewed on the same date. When the Committee desired to

know the reasons for not following the Government directives in this regard it was explained as under:—

“For vacancies reserved exclusively for SC/ST, interviews are held only for SC/ST candidates. For other recruitment, interviews of SC/ST candidates are held separately, their selection is not linked with general candidates.”

4.7 The Committee note that the management of PPL have started giving advertisements for the reserved vacancies in various newspapers including local/regional newspapers, announcing these vacancies over All India Radio/Doordarshan and sending the copies of advertisements to recognised SC/ST associations since last year. This is a step in right direction and they would urge upon the management to follow this procedure meticulously.

4.8 The Committee stress that besides sending the notifications/advertisements for reserved vacancies to the concerned local Employment Exchange and special Employment Exchange for SC/ST at Bhubaneswar, the copies there of should also be forwarded to central Employment Exchange, Employment Exchanges of neighbouring Districts, especially the tribally populated ones, the Director General of Employment and Training as well as Director of Social Welfare of Orissa for sponsoring suitable SC/ST candidates.

4.9 The Committee would also like the management to forward copies of recruitment notifications, especially relating to SCs/STs, to various recognised SC/ST Welfare Organisations in the country who may motivate the SC/ST candidates of that area to apply for those posts.

4.10 The Committee are not convinced with the grounds put forward for not communicating the reasons for the rejection of SC/ST candidates to the sponsoring Employment Exchange and they hope that hence forth, as assured to the Committee, reasons for the rejection of SC/ST candidates alongwith other details would be furnished to the Employment Exchange as per Government guidelines.

4.11 The Committee would also like to emphasise that interviews for recruitment of SC/ST candidates, whether exclusively for recruitment of SCs/STs or otherwise, should be held separately *vis-a-vis* the general candidates as per the Government Directives.

#### B. Promotion Procedure

4.12 The Committee have been informed that Promotions in PPL are based on merit-cum-seniority. Promotion policy for executives has been formulated and implemented with effect from 1.4.1991. The officers are considered for promotion depending on their educational qualifications and on completion of services ranging between two to four years. The representative of PPL further informed during evidence:

“Secondly, while doing the promotions, evaluation of three years Annual Confidential Reports are considered because on this promotion policy the Board has given approval on the basis of which the promotion policy is followed which *inter alia* means that out of the last three years Annual Confidential Report, two years Annual

**Confidential Reports should be very good. On the basis of this we consider the man for promotion to the next higher grade irrespective of whether he is general or SC/ST."**

4.13 When the Committee desired to know during evidence whether at the time of evaluation of Annual Confidential Report of the SC/ST candidates for promotion in certain grades, they are given one grade higher as per government instructions, the representative of PPL submitted:

"So far, we have not faced this problem. We have promoted whoever is eligible, but we will take note of it."

4.14 But when the Committee insisted that had PPL followed the above instruction of the Government they would have got some more SC/ST employees for promotion, the representative stated:

"We will take it for future guidance."

4.15 So far as Promotions for Group 'B', 'C' and 'D' posts are concerned, the Committee have been informed that the matter is pending before Industrial Tribunal, Orissa. It was elaborated during evidence:

"For the workers promotion policy, we have not been able to finalise because the union has taken it up with the Tribunal and we will not be able to make any promotion policy till the Tribunal's verdict comes."

4.16 It was further explained:

"Till the promotion policy has not come into existence, we have taken on an *ad hoc* basis four year's term for them for consideration of promotion on the same basis what we have done for officer, but this is temporary."

4.17 The Committee regret to note that there was no promotion policy for the officers cadre in PPL till April 1, 1991 and for other employees it is yet to be finalised by the Industrial Tribunal and formulated thereafter. The Committee feel that such an inordinate delay amounts to denial of promotion to eligible persons in time and not only puts them to financial loss but also affects adversely their future career and efficiency. They recommend that the management should take up the matter with the Tribunal on a priority basis and get the workers promotion policy case settled expeditiously.

4.18 They would also like the management to give due concessions to SCs/STs at the time of effecting their promotions both for officers and other grades. Besides, while considering the SC/ST employees for promotion their ACRs should be evaluated as per Government instructions and due weightage be given to them.

#### *C. Recruitment Boards/Selection Committees/DPCs*

4.19 The Committee have been informed that normally the composition of Recruitment Boards/Departmental Promotion Committees are as follows:

- (i) Divisional Head of the indenting group of his nominee;
- (ii) One more nominee nominated by the Divisional Head from the indenting Division;

- (iii) One representative of another Division other than the indenting Division;
- (iv) A representative of SC/ST;
- (v) A representative from Personnel Department who acts as Member Secretary; and
- (vi) Representative from Employment Exchange/District Administration for non-executive posts and representative from the Director of Industries for Managerial Posts.

4.20 The Committee have also been informed that PPL has ensured that at least one person belonging to SC/ST community was invariably included in all such Recruitment Boards/Departmental Promotion Committees.

4.21 It has also been stated that depending on the categories of posts, DPCs/Selection Boards are constituted and the positions held by the members of DPCs and those of the Selection Boards differ. However, the status of all the Members in such Boards/Committees are same.

4.22 As regards the number of times the Boards/Committees have been constituted during the last three years as well as the names and status of the SC/ST members in each such Board/Committee the following information was furnished to the Committee:

Year	Number of DPCs constituted	No. of DPCs SC/ST Rep. Associated	No. of Selection Committee constituted	SC/ST Rep. associated
1989	06	Nil	17	Nil
1990	28	06	30	20
1991	12	12	20	20

Name of the SC/ST Representative and designation associated in the DPCs and Selection Boards:

Sl. No.	Name of SC/ST Representative	Designation
1.	Shri D. Behra	Sr. Maintenance Manager
2.	Shri Prem Kumar	Production Manager
3.	Shri K.C. Nayak	Sr. Production Engineer
4.	Shri N. Moharana	Sr. Personnel Officer
5.	Dr. G. Lal, the then Senior Manager (Marketing) was also associated in the DPCs/Selection Boards.	
6.	Shri C.M. Thakur, Additional Chief Engineer (Mechanical), NALCO, Bhubaneswar is also being associated in the DPCs/Selection Boards as and when required. .	

4.23 In reply to a query whether any SC/ST member of these Boards/Committees has ever pointed out any deficiency in respect of selection of SC/ST candidates or has ever suggested any concession/reservation in favour of SC/ST candidates for promotion, it was stated that in one of the Selection Committees for the post of Typist (Hindi), the typing speed of one SC candidate was not upto the mark. At the suggestion of the SC/ST member of the Selection Committee it was agreed to keep him on temporary basis for six months in order to enable him to acquire the required typing speed and subsequently he was regularised.

4.24 The Committee noted that during 1989, six DPCs and 17 Selection Committees were constituted but no SC/ST representative was included in any of the DPCs/Selection Committees. In 1990 also out of 28 DPCs and 30 Selection Committees, SC/ST was represented only in 6 DPCs and 20 Selection Committees. No reason whatsoever, has been given for non-inclusion of SC/ST representative in all the DPCs/Selection Committees. Considering the fact that there are clear instructions of the Deptt. of Personnel that at least one person belonging to SC/ST community should invariably be included in all such Recruitment Boards/Departmental Promotion Committees, the committee consider the non-inclusion of any SC/ST member on the DPCs and selection Boards as a serious lapse on the part of the management. They hope that in future PPL would follow the instructions of Department of Personnel scrupulously and take every possible care to ensure that such mistakes are not repeated.

4.25 The Committee are glad to note that due weightage was given to the views of SC/ST member on the Board in the selection of a Hindi Typist and would urge upon the management to maintain that spirit in future recruitments and similar concessions be extended to SC/ST candidates in their selection for other posts.

## CHAPTER V

### MEASURES TO IMPROVE RESERVATIONS IN SERVICES

#### A. Pre-Recruitment Training

5.1 The Committee have been informed that there is no scheme in PPL for giving any pre-recruitment training to SC/ST candidates because part of PPL is still in the project stage. However, PPL has general training schemes for apprentices on technical, and commercial skills where SC/ST candidates are also trained.

5.2 Being not satisfied with the reply, when the Committee further desired to know as to why PPL did not impart pre-recruitment training to SC/ST candidates when there was huge shortfall, it was stated that during project stage the company did not have adequate infrastructural facilities.

5.3 The Committee were informed that under the Apprentice Training Scheme, the following SCs/STs were given training and regularly appointed during the last three years:—

		Trainees	Duration of Training	
		Jr. Executive Tech./Operator App. Trade App.		
			1½ Years	2 years
			2 years	
Year	Training Position	SC	ST	Total
1989	Jr. Executive Trainee	01	01	02
	Trade Apprentice	03	—	03
	Operator Apprentice/ Technical Apprentice	02	01	03
	1990	Jr. Executive Trainee	—	—
Trade Apprentice		02	—	02
Operator Apprentice/ Technical Apprentice		02	—	02
1991	Jr. Executive Trainee	08	01	09
	Trade Apprentice	07	05	12
	Operator Apprentice/ Technical Apprentice	13	01	14
<b>TOTAL</b>		38	09	47

Note : The Trainees indicated above for the year 1991 were recruited following exclusive advertisement for SCs/STs.



**B. Concessions/Relaxations should be omitted.**

5.4 The Committee have been informed that the following concessions/relaxations are given to the SC/ST candidates at the time of recruitment:

- i) Exemption from Application Fee.
- ii) Relaxation in age by 5 years.
- iii) Relaxation in percentage of marks upto 10%.
- iv) Mere pass marks in some specific cases.
- v) To and fro fare for attending both written and oral tests.
- vi) Relaxation in experience upto one year.

5.5 During evidence when the Committee desired to know the relaxation being given to SC/ST candidates at the time of promotion, it was stated by the representative of PPL;

“There is no special relaxation except that when the interview is done, SC/ST candidates get 10 marks extra as weightage, I mean interview for promotion at the time of DPC.”

5.6 When the Committee pointed out that there was a standing executive order applicable to all the undertakings that they should give some relaxation in years of service, the representative of PPL remarked:

“We will take note of it.”

**C. In-Service Training**

5.7 The Committee have been informed that in-service training facilities are yet to be developed in PPL and as soon as the second phase of the plant is commissioned the training department will be strengthened.

5.8 As per Govt. instructions, “The Public Sector Enterprises should identify the training needs of Scheduled Caste and Scheduled Tribe Employees and arrange for training in the institutions available for the purpose.” Further “in service training should be provided to the SC/ST employees by the appointing authorities within their own offices, to enable them to acquire the requisite skill and proficiency.” When the Committee desired to know the difficulties in introducing in-service training right from the beginning of the project, it was submitted that there was lack of infrastructural facilities during the project stage.

**D. Training Facilities Abroad**

5.9 The Committee have been informed that only four persons so far have been sent abroad for training during the last three years—one General Manager, one Dy. General Manager and one Assistant Manager, all from the Marketing Division in 1989 and one Assistant Manager (Accounts) in 1991 under the Colombo plan. None of these persons belonged to either SC or ST.

**5.10 The Committee find that under the general 'Apprentice Training Scheme' the number of SCs and STs given training was negligible until the commencement of the exclusive apprentice training programme for SCs and STs in 1991 when 35 SC/ST candidates were given training. They would suggest that PPL should resort to such exclusive training programme for SCs and STs periodically.**

**5.11 The Committee note that the Second phase of the PPL Project is yet to be completed and pending completion of its project PPL might be facing difficulties in initiating pre-recruitment training programmes. The Committee are however, not fully convinced with the reply that PPL does not have adequate infrastructural facilities for imparting in-service training. It is a matter of concern that even though there is a huge shortfall in the promotion of SC/ST employees, no in-service training is being imparted to SC/ST employees in PPL. The Committee, therefore, recommend that PPL should immediately start imparting in-service training to SC/ST candidates, as per Government instructions, to bring them upto the requisite standard so that they can compete with the general candidates for promotion to the next higher posts.**

**5.12 Keeping in view the fact that PPL is a new and small organisation and only four employees have been sent for training abroad during the last three years, the Committee would like to recommend that in future, whenever names of employees are proposed for training abroad, a fair and proportionate representation should be given to SC/ST employees.**

**NEW DELHI;**

*April, 9 1992*

*Chaitra 20, 1914 (Saka)*

**K. PRADHANI**

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

## APPENDIX

(Vide Para of Introduction)

### Conclusions/Recommendations contained in the Report

Sl. No.	Reference to Para No. in the Report	Conclusions/Recommendations
1	2	3
1.	1.11	The Committee regret to note that there was no representation of SC/ST on the Board of Directors of PPL. In fact none of the nine Public Undertakings under the administrative control of Department of Fertiliser had a representative of SC/ST. They are also unhappy to know that neither the Government nor PPL had ever suggested the name of any SC/ST candidate for appointment on the Board of Directors of PPL.
2.	1.12	The Committee recommend that the Government should make serious efforts to draw a panel of suitable SC/ST persons with requisite background and experience for appointment on the Boards of the Public Undertakings under the Department of Fertilisers and ensure that at least one SC/ST, official or non-official, is appointed as Director on the Board of Directors of PPL as well as other eight undertakings under the Department of Fertilisers.
3.	1.13	The Committee further note that the PPI Board had never discussed about the representation of SC/STs in service and other allied matters. They recommend that the Board of Directors of PPL and other undertakings should invariably review at regular interval the representation of SCs/STs and allied matters as one of the agenda items.
4.	2.22	The Committee are surprised to note that the process of appointing Liaison Officers' in PPL started only in 1989, i.e. 8 years after the incorporation of the Company and adequate attention was not paid

1	2	3
		initially to SC/STs representation on various posts. This is a serious lapse on the part of the management as well as the administrative Ministry. They desire that immediate steps should be taken to ensure implementation of reservation orders.
5.	2.23	The Committee further desire that the two Liaison Officers at Corporate Office and in Plant Office should meet periodically to exchange their views and sort out the difficulties experienced in their day to day working in implementation of the reservation orders.
6.	2.24	The Committee find that although the rosters in the Plant Office and Corporate Office of PPL were initially maintained from January 1988, and January, 1989 respectively, these rosters have been recast and got prepared from the date of inception with the assistance of the Director for Scheduled Castes and Scheduled Tribes, Bhubaneswar. The Committee, with a view to preventing any aberration in the implementation of reservation rules in future, recommend that the officers of PPL be given training in reservation rules and maintenance of rosters in order to enable them to inspect the rosters meticulously and ensure compliance of other orders connected with the reservation rules.
7.	2.25	The Committee are not inclined to agree with the statement of the management of PPL that no complaint whatsoever has been received from either SC or ST employees during the last three years even though no separate complaint register was maintained for this purpose. In their opinion instead of leaving things to memory, a separate complaint/grievance register should be maintained to record the complaints, as and when received from SCs/STs and steps taken for their prompt disposal.
8.	3.19	The Committee note with dismay that there has been huge shortfalls both in direct recruitment and in vacancies filled through promotions in PPL. The overall percentage of SC employees in categories A, B, C, and D in 2.4, 4.4, 9.4 and 17 respectively and the corresponding percentage for STs is Nil, 1.5, 1.8

1	2	3
		<p>and Nil. The usual plea that suitable SC/ST candidates are not available is hardly convincing as there is no evidence to show that serious efforts were made in the past to recruit required number of SCs/STs. The location of the plant which obstacles the SCs/STs to join services in PPL, as stated, seems to be a distant truth. The principal reason for dismal low representation of SC/ST in the services of PPL as has been stated elsewhere, is that in the initial stages recruitment was made on the plea of urgency to meet the requirement of project construction without paying adequate attention to the representation of SC/ST. The Committee are not happy with the indifferent attitude adopted by the company in following the Presidential Directives. The recommend that all out efforts should be made to ensure prescribed representation of SCs/STs in the services of PPL without further delay. They also recommend that the PPL should assess the requirement of SC/ST manpower for the next five years category-wise and trade-wise and take measures for their timely selection and recruitment. In case candidates for a particular trade are generally not available the matter may be taken up with the Govts. of Orissa and adjoining States for introduction of such disciplines in their respective Industrial Training Institutes with provision for reservation of seats for SCs/STs in those disciplines.</p>
9.	3.20	<p>As a measure to improve the position the management should undertake immediate special recruitment drives to wipe out the existing shortfalls in both SC and ST categories. Particularly in the case of STs, the Committee suggest, as agreed to during evidence, that a special recruitment team should visit the tribal districts in Orissa within three months with a view to finding out suitable ST candidates for appointment in the Company.</p>
10.	3.21	<p>The Committee further recommend that as per Government instructions whenever circumstances demand, vacancies reserved for SCs and STs should be interchanged.</p>
11	3.22	<p>The Committee also desire PPL to take adequate remedial measures to wipe out shortfall of SCs/STs</p>

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		in promotions. The Committee would like to be apprised of the steps taken by the management to improve the representation of SCs/STs in PPL and the results achieved within six months.
12.	4.7	The Committee note that the management of PPL have started giving advertisements for the reserved vacancies in various newspapers including local/regional newspapers, announcing these vacancies over All India Radio/Doordarshan and sending the copies of advertisements to recognised SC/ST associations since last year. This is a step in right direction and they would urge upon the management to follow this procedure meticulously.
13.	4.8	The Committee stress that besides sending the notifications/advertisements for reserved vacancies to the concerned local Employment Exchange and special Employment Exchange for SC/ST at Bhubaneswar, the copies thereof should also be forwarded to central Employment Exchange, Employment Exchanges of neighbouring Districts, especially the tribally populated ones, the Director General of Employment and Training as well as Director of Social Welfare of Orissa for sponsoring suitable SC/ST candidates.
14.	4.9	The Committee would also like the management to forward copies of recruitment notifications, especially relating to SCs/STs, to various recognised SC/ST Welfare Organisations in the country who may motivate the SC/ST candidates of that area to apply for those posts.
15	4.10	The Committee are not convinced with the grounds put forward for not communicating the reasons for the rejection of SC/ST candidates to the sponsoring Employment Exchange and they hope that hence forth, as assured to the Committee, reasons for the rejection of SC/ST candidates alongwith other details would be furnished to the Employment Exchange as per Government guidelines.
16.	4.11	The Committee would also like to emphasise that interviews for recruitment of SC/ST candidates, whether exclusively for recruitment of SCs/STs or

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		otherwise, should be held separately <i>vis-a-vis</i> the general candidates as per the Government Directives.
17	4.17	The Committee regret to note that there was no promotion policy for the officers cadre in PPL till April 1, 1991 and for other employees it is yet to be finalised by the Industrial Tribunal and formulated thereafter. The Committee feel that such an inordinate delay amounts to denial of promotion to eligible persons in time and not only puts them to financial loss but also affects adversely their future career and efficiency. They recommend that the management should take up the matter with the Tribunal on a priority basis and get the workers promotion policy case settled expeditiously.
18	4.18	They would also like the management to give due concessions to SCs/STs at the time of effecting their promotions both for officers and other grades. Besides, while considering the SC/ST employees for promotion their ACRs should be evaluated as per Government instructions and due weightage be given to them.
19	4.24	The Committee note that during 1989, six DPCs and 17 Selection Committees were constituted but no SC/ST representative was included in any of the DPCs/Selection Committees. In 1990 also out of 28 DPCs and 30 Selection Committees, SC/ST was represented only in 6 DPCs and 20 Selection Committees. No reason whatsoever, has been given for non-inclusion of SC/ST representative in all the DPCs/Selection Committees. Considering the fact that there are clear instructions of the Deptt. of Personnel that at least one person belonging to SC/ST community should invariably be included in all such Recruitment Boards/Departmental Promotion Committees, the Committee consider the non-inclusion of any SC/ST member on the DPCs and Selection Boards as a serious lapse on the part of the management. They hope that in future PPL would follow the instructions of Department of Personnel scrupulously and take every possible care to ensure that such mistakes are not repeated.
20	4.25	The Committee are glad to note that due weightage was given to the views of SC/ST member on the

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1	2	3
		<b>Board in the selection of a Hindi Typist and would urge upon the management to maintain that spirit in future recruitments and similar concessions be extended to SC/ST candidates in their selection for other posts.</b>
21	5.10	<b>The Committee find that under the general 'Apprentice Training Scheme' the number of SCs and STs given training was negligible until the commencement of the exclusive apprentice training programme for SCs and STs in 1991 when 35 SC/ST candidates were given training. They would suggest that PPL should resort to such exclusive training programmes for SCs and STs periodically.</b>
22	5.11	<b>The Committee note that the second phase of the PPL project is yet to be completed and pending completion of its project PPL might be facing difficulties in initiating pre-recruitment training programmes. The Committee are, however, not fully convinced with the reply that PPL does not have adequate infrastructural facilities for imparting in-service training. It is a matter of concern that even though there is a huge shortfall in the promotion of SC/ST employees, no in-service training is being imparted to SC/ST employees in PPL. The Committee, therefore, recommend that PPL should immediately start imparting in-service training to SC/ST candidates, as per Government instructions, to bring them upto the requisite standard so that they can compete with the general candidates for promotion to the next higher posts.</b>
23	5.12	<b>Keeping in view the fact that PPL is a new and small organisation and only four employees have been sent for training abroad during the last three years, the Committee would like to recommend that in future, whenever names of employees are proposed for training abroad, a fair and proportionate representation should be given to SC/ST employees.</b>

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