

**COMMITTEE ON THE WELFARE OF  
SCHEDULED CASTES AND  
SCHEDULED TRIBES  
(1992-93)**

(TENTH LOK SABHA)

**FOURTEENTH REPORT**

**ON**

**MINISTRY OF CIVIL AVIATION AND TOURISM  
(DEPARTMENT OF CIVIL AVIATION)**

**Reservations for and Employment of Scheduled Castes and  
Scheduled Tribes in International Airports Authority of India**



सत्यमेव जयते

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COMPOSITION OF THE COMMITTEE ON THE WELFARE OF  
SCHEDULED CASTES AND SCHEDULED TRIBES (1992-93)

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4. Shri Babu Ram— *Under Secretary*
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## 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 Fourteenth Report (Tenth Lok Sabha) on the Ministry of Civil Aviation and Tourism (Deptt. of Civil Aviation)—Reservations for and employment of Scheduled Castes and Scheduled Tribes in International Airports Authority of India.

2. The Committee took the evidence of the representatives of the Ministry of Civil Aviation and Tourism (Deptt. of Civil Aviation) and International Airports Authority of India on 13.10.1992. The Committee wish to express their thanks to the officers of the Ministry of Civil Aviation and Tourism (Deptt. of Civil Aviation) and International Airports Authority of India for placing before the Committee material and Information the Committee wanted in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on 16 December, 1992.

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

NEW DELHI;  
December 17, 1992  

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Agrahayana 26, 1914 (S)

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

# CHAPTER I

## INTRODUCTORY

### A. Introduction of IAAI

The International Airports Authority of India (IAAI) was set up in 1972 to plan, develop, construct and maintain the four International Airports at Bombay, Delhi, Calcutta and Madras. By Notification dated 29.10.1990 of the Central Government the Trivandrum Airport has also been declared an International Airport and its Management has been taken over by IAAI from 1.4.1991. The Ministry of Civil Aviation is looking after the working of International Airports Authority of India.

### B. Composition of the Authority

1.2 As per the International Airports Authority Act, 1971 the Authority shall consist of:

- (a) A Chairman to be appointed by the Central Govt.;
- (b) The Director General of Civil Aviation, Ex-Officio; and
- (c) Not less than six and not more than thirteen members to be appointed by Central Govt.

The Chairman shall be a whole-time member and the other members referred to in (c) above may be appointed as whole-time or part-time members as the Central Government may think fit. The Chairman and full time members are selected through PESB and appointed with the approval of A.C.C. The part time members are nominated by the Ministry with the approval of the Minister. The Board of IAAI was constituted initially on 1st Feb. 1972.

1.3. The present composition of Board is one Chairman, two whole-time Members, Director General of Civil Aviation as ex-officio Member and three part-time members representing Central Board of Excise and Customs and Ministry of Civil Aviation. To a query, the Secretary, Ministry of Civil Aviation informed the Committee during evidence that there was no one belonging to SC/ST in the Board.

1.4. While elaborating the reservation policy and procedure for appointment of whole-time Directors on the Board, the Civil Aviation Secretary stated:

“As of now there is no reservation as such at this level and there is no such thinking that there should be reservation formally in this category. But at the time of appointment of the whole-time

Directors on the Board, if there are people of that level they certainly are considered, but the case here is different. For example the senior-most level is Deputy General Manager level. The Public Enterprises Selection Board actually does the selection for Board level post and while making the selection, this aspect is certainly taken into account."

1.5 The Committee have also been informed that the lists of candidates for consideration for appointment as Chairman and whole-time members received from PESB during the last ten years do not reveal as to whether any of the candidates belonged to SC/ST.

1.6 When enquired whether the Government prepared to appoint suitable SC/ST working in other Departments or Undertakings as Members of the Board, the Secretary replied:

"Of course, the non-officials are taken from outside only."

To a query, it has been informed that non-officials had been appointed in the past as part-time Members on the Board.

1.7 The Secretary informed the Committee as under:—

"There is a proposal now to merge the National Airports Authority and International Airports Authority, when the Board will be re-constituted. Every time the Board is reconstituted this issue concerning SC/ST is very much taken into consideration. I can assure you that it will again be taken into consideration."

1.8 Asked whether the Board of Authority make periodical review of the implementation of reservation policy in favour of SCs and STs in IAAI, the Committee were informed that the Board is approached wherever it is the competent authority.

1.9 The Committee are distressed to note that in the present Board of IAAI, no Member belongs to SC or ST. While drawing the attention of the Government to their repeated recommendation for appointment of at least one SC/ST member on the Board of Directors of Public Undertakings, the Committee desire that the Government should make serious efforts to find a suitable SC or ST person, official or non-official for appointment as a Member, whole-time or part-time, on the Board of the Authority. Desirability of making a provision in the International Airports Authority Act, 1971 for appointment of a Member belonging to SC or ST on the Board of Authority may be considered.

1.10 The Committee have also been informed that a proposal to merge the IAAI and National Airports Authority is under consideration of the Government and hope that the Government will make earnest efforts to find out suitable SC/ST persons for giving representation to at least one SC or ST Member in the Board of the unified authority as assured during evidence.

**1.11 The Committee regret to note that the Board of IAAI is only approached wherever it is the competent authority and it does not review the implementation of reservation policy in favour of SCs/STs of their own. They recommend that the Board of IAAI should undertake periodical reviews to ensure that reservation orders in favour of SCs/STs are implemented scrupulously.**

## CHAPTER II

### RESERVATION IN SERVICES AND PROCEDURE

#### A. Direct Recruitment and Recruitment Procedure

2.1 The Authority was set up in 1972 and the first directives were issued by the Ministry on 23 May, 1973. The modified directives dated 27 September, 1982 and 18 November, 1991 have also been issued. The roster for direct recruitment are being maintained since 1972.

2.2 The Committee have been informed that the reservations for vacancies filled by direct recruitment to groups A & B posts, which is centralised, is 16.66% for SCs and 7.5% for STs. In regard to Group C & D posts, the vacancies are filled through local employment exchanges and the percentage prescribed is as under:—

Name of States/Stations	%age for SC	%age for ST
Union Territory of Delhi (IGI Airport and Hqrs.)	16.66	7.5
State of Maharashtra (Bombay Airport)	07	09
State of Tamil Nadu (Madras Airport)	19	01
State of West Bengal (Calcutta Airport)	22	06
State of Kerala (Trivandrum Airport)	10	01

2.3 Direct recruitment in Group A posts (above the lowest rung) is resorted to when suitable candidates are not available within the department. Induction from outside in junior rung of Group A is 50% and in Group B it is 25%. The vacancies are advertised in National Newspapers including 'Employment News' and the applications received in response to advertisement are screened. The candidates fulfilling the job specifications and other selection norms are advised to appear for the test/interview and selection is finalised on merit.

2.4 Recruitment to Group C and D posts is decentralised and vacancies are filled through the local Employment Exchanges of the areas by the local authority where offices of IAAI are located. In case of necessity of advertising the post, local Newspapers of respective regions are also covered. Instructions have now been issued to other units to notify reserved vacancies to All India Radio/Doordarshan in future except to Madras where it was already being done.



2.5 The number of vacancies reserved for Scheduled Castes and Scheduled Tribes are specified in the advertisements or in the requisitions sent to the Employment Exchanges.

2.6 The concessions/relaxations given to Scheduled—Castes and Scheduled Tribes at the time of recruitment are (i) age relaxation by 5 years; (ii) 10% relaxation in qualifying standard; (iii) Travelling allowance for written test/interview; and (iv) exemption from payment of fees for recruitment/selection.

2.7 Selection Committees are constituted with officers of appropriate level. An Sc/ST officer is also associated in all Selection Boards. If any technical discipline is involved a specialist in the discipline for which recruitment is being made, is invariably associated.

**(i) Staff Strength**

2.8 The total strength of the staff at the Head Office and all the four International Airports at Bombay, Delhi, Calcutta and Madras on 31st March, 1973 was 1764. This includes 178 direct recruits and 1586 deputationists from Government Departments. The information regarding number of Scheduled Castes and Scheduled Tribes among them is stated to be not available due to the carving out of the Government Department of Civil Aviation, 4 Airports, viz. Delhi, Bombay, Calcutta and Madras which were placed under International Airports Authority of India. The staff earlier used to be directly appointed under the Government. Initially the people who were transferred from the Government, remained for a while on deputation to the Authority. Thereafter they were formally employed and absorbed in the services of the Authority.

2.9 The information regarding the number of SCs/STs out of 178 direct recruits and 1586 deputationists as on 31-3-73 has been furnished and the position was as under:—

	Total	SC	%age	ST	%age
(i) Direct recruitment	178	39	21.91	5	2.80
(ii) Deputationists (including Sweepers)	1586	469	29.57	29	1.83
<b>Total</b>	<b>1764</b>	<b>508</b>	<b>28.79</b>	<b>34</b>	<b>1.93</b>

2.10 The total number of employees and number of SCs/STs among them as on 1.1.1992 in various offices of the Authority is as under:—

Offices	Groups	Total No. of employees	Out of Col. (3) Scheduled Castes	%age of SC to total employees	Out of Col. (3) Scheduled Tribes	%age of ST to total employees	%age Shortfall SC ST	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8) (9)	
Bombay Airport	A	349	50	14.33	14	4.01	2.33	3.49
	B	390	59	15.13	20	5.13	1.53	2.37
	C	909	142	15.62	42	4.62	—	4.38
I.G.I. Airport	D (Excluding Sweepers)	515	97	18.83	35	6.79	—	2.21
	D (Sweepers)	60	53	88.33	1	1.67	—	7.33
	C	1023	220	21.50	37	3.62	—	3.89
Calcutta Airport	D (Excluding Sweepers)	460	144	31.30	25	5.43	—	2.07
	D (Sweepers)	154	154	100.00	—	—	—	7.50
	C	540	108	20.00	18	3.33	2.00	2.67
Madras Airport	D (Excluding Sweepers)	283	77	27.20	14	4.94	—	1.06
	D (Sweepers)	91	68	74.72	5	5.49	—	0.51
	C	537	151	28.11	16	2.97	—	—
Trivandrum Airport	D (Excluding Sweepers)	201	101	50.24	6	2.98	—	—
	D (Sweepers)	110	72	65.45	7	6.30	—	—
	C	128	10	7.81	6	4.68	2.19	—
IAI Headquarters	D (Excluding Sweepers)	34	6	17.64	NH	NH	—	1.00
	D (Sweepers)	12	11	91.66	1	8.33	—	—
	C	236	33	116.10	3	1.27	0.56	6.23
IAI Headquarters	D (Excluding Sweepers)	87	24	27.59	4	4.60	—	2.90
	D (Sweepers)	12	12	100.00	—	—	—	7.50

## (ii) Recruitment/Special Recruitment

2.11 During evidence, the Committee pointed out that the information regarding year-wise recruitment in the year 1989, 1990 and 1991 furnished to them and figures quoted during evidence did not tally. The witness promised to furnish the reconciled statement. The information furnished in post evidence is as under:—

Year	Category of Post	Total No. of Vacancies Occurred	No. of Vacancies actually filled	No. of Vacancies reserved for SC		Total No. of Vacancies reserved for ST		Total No. of candidates appointed		No. of candidates carried			
				C/R. from previous Year	Re-served during the Year	C/R. from previous Year	Re-served during the Year	SC	ST	SC	ST		
1989	A	17	9	12	5	17	7	—	7	1	1	16	6
	B	26	11	11	6	17	5	—	5	7	—	10	5
	C	381	299	48	78	126	70	29	99	98	33	28	66
	D	136	110	29	15	44	16	6	22	34	10	10	12
Total		560	429	100	104	204	98	35	133	140	44	64	89
1990	A	17	7	16	3	19	6	2	8	4	2	15	6
	B	18	6	10	5	15	5	1	6	5	1	10	5
	C	202	114	28	38	66	66	11	77	39	24	27	53
	D	99	61	10	25	35	12	9	21	26	12	9	9
Total		336	188	64	71	135	89	23	112	74	39	61	73
1991	A	15	5	15	2	17	6	—	6	3	—	14	6
	B	40	—	10	—	10	5	—	5	—	—	10	5
	C	189	59	27	13	40	53	1	54	12	1	28	53
	D	73	17	9	5	14	9	—	9	6	—	8	9
Total		317	81	61	20	81	73	1	74	21	1	60	73

2.12 It may be noted from the above information that the total number of vacancies actually filled during 1989, 1990 and 1991 works out to 698 (429+188+81). The vacancies reserved (including carry forward for SCs works out to 295(100+104+71+20) and 235(140+74+21). Such candidates have been appointed. Similarly, in the case of STs 157(98+35+23+1) including carry forward vacancies were reserved and 84(44+39+1) STs were appointed in different groups of posts, during the aforesaid period.

2.13 The backlog as identified on 1.4.1989 and the position of backlog as on 1.7.1992 was as under:

Group	As on 1.4.1989		As on 1.7.1992	
	SC	ST	SC	ST
A	12	7	14	6
B	11	6	9	5
C	49	70	31	53
D	4	16	6	9
	75	99	60	73

2.14 During evidence, the Secretary, Civil Aviation, when asked about the filling up of backlog vacancies submitted that the backlog had been reduced to 60 for SCs and 73 for STs.

2.15 As regards the reasons for not clearing the backlog the Secretary, Civil Aviation explained that they were not able to move further for recruitment due to general ban as a measure of economy by the Ministry of Civil Aviation on 19 December, 1990. This ban was interpreted by some to be with regard to all categories including the reserved categories. He stated that position was reviewed and it was thought that as far as reserved vacancies were concerned, it was not fair to keep any ban and it had been removed on 3 December, 1991.

2.16 The reasons analysed for the shortfall in respect of STs have been stated to be due to the non-availability of the candidates with requisite qualifications and their inability to qualify the required trade tests even at the relaxed standards. When asked about the categories of posts for which qualified and suitable ST candidates were not available, the Committee have been informed as under:

Groups A and B— Technical Manager, Cargo Manager, Medical Officer, Fire Officer, Asstt. Cargo Manager, Asstt. Fire Officer and Asstt. Engineer (electronics).

Groups C and D— Asstt. Grade—I (Accounts), Jr. Engineer (C), Jr. Engineer (E), Technical Asstt., Medical Asstt., Technical Asstt. Grade—II, Jr. D' Man (Engg.), Jr. D' Man (Plg.), Asstt. Grade—II (Steno), Caretaker, Fire Operator, Aerobridge Operator, Mechanic (E&M), Asstt. Grade—III.

2.17 In order to clear the backlog of STs, when the Committee suggested for sending special teams for recruitment from tribal concentrated areas like Assam, MP, Bihar, Orissa etc. the Secretary, Civil Aviation stated:—

“We will do that.”

2.18 When the Committee further suggested that the tribal candidates could be chosen and imparted training and thereafter those who performed better could be selected and appointed, the Secretary, Civil Aviation agreed to the suggestion.

2.19 To a query regarding campus recruitment of STs, it has been stated that it had not been tried so far. However, IAAI has planned to try this method in future recruitments.

2.20 When asked about the time by which the IAAI proposed to make good the backlog, the Secretary, Civil Aviation while fixing the target date as 31st March, 1993 apprehended that in the case of ST category it may or may not be fulfilled.

2.21 The Committee regret to note that inspite of the directive that the reserved vacancies should also be notified to one or more stations of the All India Radio, the instructions have now been issued by IAAI to other units to notify vacancies reserved for Scheduled Castes and Scheduled Tribes to All India Radio/Doordarshan. In the opinion of the Committee AIR/Doordarshan are considered to be the essential and popular means of communication to the remotest corner and one of the reasons for shortfall of Scheduled Castes and Scheduled Tribes in various cadres could be due to not following the directives. The Committee, therefore, recommend that all the reservations orders should be followed scrupulously in future.

2.22 The Committee further recommend that in addition to the vacancies being advertised in the National Dailies these vacancies should also be simultaneously advertised in the regional/local newspapers of the areas concentrated with SC/ST population to attract more and more SC/ST candidates.

2.23 The Committee are unhappy to note that IAAI inspite of special efforts has failed to clear the shortfall in Group ‘A’, and ‘B’, posts as there is still shortfall, of 2.33% and 1.53% SCs and 3.49% and 2.37% STs as on 1.1.92 respectively. The Committee further note that shortfall of 2.00%, 2.19% and 0.56% SCs still exist in Group ‘C’ posts at their Calcutta, Trivandrum and Hadquarters Offices respectively. The shortfall of STs in Group ‘C’ and ‘D’, posts is alarming in almost all the offices except Madras where there is no shortfall. The Committee, therefore, recommend that the IAAI should make concerted efforts within time bound programme to eliminate the shortfall of SCs and STs in all the groups.

2.24 In order to clear the backlog of STs, the Committee recommend that as agreed to during evidence, special teams for recruitment of STs should be

sent to tribal concentrated areas of the country. They further recommend that Campus recruitment of SCs and STs only should also be tried as one of the methods of recruitment in future.

2.25 The reasons for the shortfall mostly for technical posts in respect of Scheduled Tribes have been stated to be non-availability of candidates with requisite qualifications and experience. The Committee desire that as agreed to during evidence, ST candidates should be chosen and imparted training in the respective discipline and thereafter those who perform better be selected and appointed.

2.26 The Committee are informed that filling of the backlog vacancies in IAAI was hampered due to the general ban on recruitment imposed by the Ministry of Civil Aviation in December, 1990 as a measure of economy. On a clarification by the Ministry on 3 December, 1991 that the ban was not applicable in respect of vacancies reserved for SCs/STs some recruitment did take place. As the backlog has increased due to ban, the Committee recommend that immediate steps should be taken to make good the backlog.

2.27 The Committee find that even after special recruitment drive undertaken by IAAI only 15 vacancies of SCs and 26 vacancies of STs could be filled during the last three years against the backlog of 75 SCs and 99 STs as on 1.4.1989. The Committee recommend that concerted efforts should be made by IAAI to clear the backlog by 31st March, 1992 as promised during the course of evidence.

#### **B. Promotion & Promotion Procedure**

2.28 As per the directives, the Authority is required to reserve 15% for SCs and 7.5% for STs, the vacancies filled by promotion.

2.29 The Criteria for promotion to higher posts is:—

- (i) (a) Seniority-cum-fitness is the criterion for promotion within Group 'D', from Group 'D', to Group 'C', and within Group 'C', posts wherever there is no quota fixed for competitive test.
- (b) on the basis of competitive test and interview.
- (ii) Seniority-cum-Fitness is the criterion for promotion within Group 'B', posts.
- (iii) Merit-cum-seniority (selection) is the criterion in other cases.

2.30 When asked about the concessions/relaxations being allowed to SCs and STs, while considering them for promotion, it has been stated that the minimum qualifying marks in written test and interviews in respect of SCs and STs have been reduced to 40% as against 50% for general.

2.31 Departmental Promotion Committees are constituted with officers in the Committee who are two/three levels above the level of the post for which selection is being made. An SC/ST officer of appropriate rank is always associated with these Committees.

2.32 As regards total number of employees promoted and the number of SCs/STs among them during 1989, 1990, 1991 the following information was furnished to the Committee:—

Class of post	Total No. of vacancies	No of Candidates appointed		Percentage	
		SCs	STs	SCs	STs
<b>Posts filled by promotion during 1989</b>					
Group 'A',	24	06	01	25.00	4.17
Group 'B',	30	07	Nil	23.33	Nil
Group 'C',	100	27	05	27.00	5.00
Group 'D'	03	01	Nil	33.33	Nil
<b>Total</b>	<b>157</b>	<b>41</b>	<b>06</b>	<b>26.11</b>	<b>3.82</b>
<b>Posts filled by promotion during 1990</b>					
Group 'A',	35	01	01	02.86	2.86
Group 'B',	40	06	03	15.00	7.50
Group 'C',	105	29	06	27.62	5.71
Group 'D',	06	02	01	33.33	16.67
<b>Total</b>	<b>186</b>	<b>38</b>	<b>11</b>	<b>20.43</b>	<b>5.91</b>
<b>Posts filled by promotion during 1991</b>					
Group 'A',	67	08	04	11.94	5.97
Group 'B',	72	08	02	11.11	2.78
Group 'C',	103	20	02	19.42	1.94
Group 'D'	05	01	—	20.00	—
<b>Total</b>	<b>247</b>	<b>37</b>	<b>08</b>	<b>14.98</b>	<b>3.24</b>

2.33 From the above it may be seen that 590 (157+186+247) vacancies have been filled by promotion during 1989, 1990 and 1991. In group 'A', out of 126 (24+35+67) 15(6+1+8) SCs i.e. 11.9% and 6(1+1+4) STs i.e. 4.75% have been promoted. As against 142(30+40+72), 21(7+6+8) i.e. 14.08% SCs and 5 (Nil+3+2) STs i.e. 3.35% have been promoted in Group 'B'. Similarly in Group 'C', out of 308(100+105+103), promotions, 76 (27+29+20), SCs i.e. 24.35% and 13(5+6+2) STs i.e. 4.22% have been promoted. In Group 'D', 14(3+6+5), promotions have taken place and there are 4(1+2+1), SCs i.e. 28.57% and 1(Nil+1+Nil), STs. i.e. 7.14%.

2.34 The Committee have been further informed that the shortfall in filling the reserved vacancies by promotion was 132(32+SCs+100STs),

during 1989, 1990 and 1991. The Groupwise breakup is as under:—

Group	Shortfall during 1989, 1990 & 1991	
	SC	ST
A	1	—
B	3	2
C	20	90
D	8	8
	32	100

2.35 To a query about the inadequate representation in promotion of SCs/STs in Group A and B posts, the Committee were informed that in the lower level the SC/ST candidates with requisite experience qualifications even after extending the zone were not available in the feeder cadres. The shortfall in the percentage of 2.5%, 1.79% and 5.56% in promotion of STs in Group 'C', posts was also stated to be due to non-availability of qualified candidates in the feeder cadre.

2.36 When asked whether any analysis of the reasons for non-availability of suitable SC/ST candidates especially Tribes at the higher level had been done by the Ministry in order to recommend to the Ministry of Human Resource Development to overcome this problem, the Secretary, Civil Aviation Stated that the exact analysis was to be done and they would do that.

2.37 The Committee further desired to know the efforts being made to induct the SC/ST candidates in the feeder cadre so that they were available for promotion to the higher grade, the Secretary stated that in the years to come the constraint of the feeder cadre not having enough people would not be there in view of unfilled reserved quota being rather small.

2.38 During evidence when the Committee desired to know as to how the Management proposed to amend/compensate the cases of delayed promotions of SCs and STs, the witness stated that in some cases SC/ST officials could not be promoted due to their reluctance to get themselves transferred as on promotions the transfers were to be effected. Sometimes promotion process was delayed due to delay in the Constitution of DPCs, ACRs and consideration of the requests for review of ACRs. Simultaneously, he assured the Committee that wherever injustice was done that would be rectified.

2.39 The Committee regret to note that IAAI authorities have not been able to maintain the reservation quota of 15 percent of SCs and 7½% of STs in promotion as only 15 SCs and 6 STs i.e. 11.9% and 4.75%



respectively in Group 'A' and 21 SCs and 5 STs i.e 14.08% and 3.55% respectively in Group 'B' have been promoted during 1989, 1990 and 1991. One of the reasons attributed for the low representation in promotion of SCs and STs is non-availability in the feeder cadres even after extending the zone of consideration. They desire that in order to increase the representation of SC/ST in various Groups, the existing SC/ST employees who fall within five times the number of vacancies may be considered against reserved vacancies for promotion to make up the shortfall of SC/ST officers. The Committee further recommend that the management should go in for direct recruitment against the reserved vacancies of promotion quota in various posts which could not be filled due to non-availability of eligible SC/ST employees in feeder cadres by temporary diversion of promotion to direct recruitment quota as per Reservation Directives.

2.40 The Committee learn that sometimes the promotion process gets delayed due to Constitution of DPCs, late receipt of ACRs and disposal of the representation for the review of ACR. They therefore recommend that the IAAI should take necessary timely steps in the promotion matters to avoid unnecessary delay and resentment amongst its employees, specially SCs and STs.

### C. Regularisation of Casual Labourers

2.41 The Committee have been informed that a number of persons who were engaged as casual labourers for the construction of new terminals went to Court and obtained the order for their regularisation in IAAI. The information regarding the casual workers appointed on regular basis and SC/ST among them, furnished is as follows:—

Unit	No. of persons engaged as casual in construction work		No. of reserved workers		Absorbed Total		Yet to be absorbed Total workers	
	SC	ST	SC	ST	SC	ST	SC	ST
Headquarters								
IGI	—	—	—	—	—	—	—	—
Airport	678	42	—	14	9	—	149	33
Bombay								
Airport	—	—	—	—	—	—	—	—
Calcutta								
Airport	—	—	5	—	—	—	—	—
Madras								
Airport	72	14	62	14	—	—	—	—
Trivandrum								
Airport	—	—	—	—	—	—	—	—

2.42 During evidence, the Chairman, IAAI informed the Committee that they were not going in for any general purpose recruitment in Group 'D' other than court directed cases.

2.43 The number of daily rated/casual workers appointed by IAAI on regular basis and SC/ST amongst them during the last 3 years are given below:—

Year	Unit	No. of workers appointed	No. of reserved category appointed	
			SC	ST
1989	Headquarters	—	—	—
	IGI Airport	—	—	—
	Bombay Airport	20	1	—
	Calcutta Airport	5	—	—
	Madras Airport	—	—	—
	Trivandrum Airport	—	—	—
1990	Headquarters	—	—	—
	IGI Airport	9	9	—
	Bombay Airport	2	1	—
	Calcutta Airport	—	—	—
	Madras Airport	—	—	—
	Trivandrum Airport	—	—	—
1991	Headquarters	—	—	—
	IGI Airport	—	—	—
	Bombay Airport	1	1	—
	Calcutta Airport	—	—	—
	Madras Airport	—	—	—
	Trivandrum Airport	17	1	—
Total:		54	13	—

2.44 When asked whether the reservation orders are followed at the time of appointing the casual workers to ensure that the SCs/STs get their due representation, the Committee were informed as under:—

“Reservation roster has not been maintained. Instructions have now been reiterated to Airport Directors to ensure that persons belong to SC and ST are recruited in such manner as their overall representation does not go below the prescribed percentage for their categories.”

2.45 The Committee note that out of 54 casual workers regularised by IAAI in their various units during the last three years, 13 belonged to Scheduled Castes and none to Scheduled Tribe. The Committee are constrained to observe that by not regularising any casual worker belonging to Scheduled Tribe during the said period, the Management of IAAI has failed to effectively implement the reservation orders, and recommend that whenever any casual labour is regularised due representation should be given to SCs/STs especially to STs, as per the instructions on the subject.

**2.46 The Committee also note that out of 750 casual labourers engaged for the construction of terminals 56 belonged to SC and none belonged to ST, 23 SCs have been absorbed out of 81 casual labourers regularised and 33 SCs are yet to be regularised in the services of IAAI. The Committee need hardly stress for regularisation of the remaining SC casual workers at the earliest.**

**2.47 The Committee recommend that henceforth the reservation rosters for casual/daily rated workers etc. should be kept in IAAI so that the overall percentage of SCs and STs does not go below the prescribed percentages for these categories, as agreed to by IAAI.**

## CHAPTER III

### ORGANISATIONAL MATTERS

#### A. Liaison Officer and SC/ST Cell

3.1 There is a special cell in the Ministry headed by an Officer of the rank of Deputy Secretary, who is also Liaison Officer to ensure implementation of reservation orders in favour of SCs/STs in the Ministry and other organisations including IAAI. He is assisted by an Under Secretary, a Section Officer and two Assistants. The Cell assists the Liaison Officer in discharging his duties. The Liaison Officer belongs to ST.

3.2 To a question about the checks devised by the Ministry of Civil Aviation to ensure that the reservation orders made in favour of SCs/STs are actually implemented by IAAI, the Committee have been informed that the Liaison Officer or the officials of the Ministry have inspected the reservation rosters maintained by IAAI. The defects pointed out by him are brought to the notice of the Management of IAAI for taking necessary corrective action.

3.3 When asked about the periodicity of inspection of rosters of IAAI by Liaison Officer of the Ministry, the Committee have been informed that the rosters maintained by the IAAI HQ. were inspected by Officers of the Ministry in 1990 and 1992. The main shortcoming pointed out during the inspections related to non-observance of the procedure prescribed for de-reservation of vacancies.

3.4 In IAAI, an Officer of the rank of Deputy General Manager has been nominated as Liaison Officer in the Corporate Offices at Delhi, Bombay, Calcutta and Madras. A Senior Personnel Manager is functioning as Liaison Officer at Trivandrum. An SC/ST Cell works at Corporate Office under the supervision of DGM who is assisted by an Assistant Manager and an Assistant. All these three officers belong to SC or ST. The Liaison Officers at other offices are also assisted by adequate staff.

3.5 Liaison Officers have never met during the last 3 years to discuss the matter of common interests. However, to a suggestion, it has been stated that periodical discussions and joint meeting of all Liaison Officers of the Authority is considered useful. A meeting was held on 12.10.92 and in future such meetings will be organised at regular intervals.

3.6 During evidence the Committee asked whether the rosters maintained in the Offices of IAAI were being inspected regularly by the Liaison Officer, the Chairman IAAI stated:

"I have also issued a series of instructions. I have instructed personally all the Liaison Officers and I have laid down a schedule for inspections. I have instructed that they should read all the instructions and they should say that they have understood it and will abide by them. The objective of this exercise is that in the event of any default, it should be possible to have a clear cut fixing of responsibility for that default. I have made that quite clear".

3.7 The Directives regarding dereservation state that before any reserved vacancy is dereserved and filled up by a general candidate, the prior approval of the Board of Directors for Group 'A' and 'B' posts, and that of the Managing Director for Group 'C' and 'D' posts should be obtained. Further the Board of Directors should be apprised from time to time of the number of Group 'C' and 'D' vacancies dereserved. The contingency for dereserving a reserved vacancy would arise only where suitable candidates of reserved category are not available even with relaxed standards.

3.8 During the course of the inspection of rosters of IAAI, the Ministry had observed that the procedure of dereservation and exchange of reserved vacancies had not been followed by IAAI. The Committee desired to know the reasons for the same. The Secretary, Civil Aviation during the evidence stated as under:

"This was really a point that was brought out during the inspection. They had slipped up in presenting it to the competent authority. There is no further slip up after this was brought out".

3.9 The Committee note that an Officer in the rank of Deputy Secretary has been appointed as Liaison Officer in the Ministry of Civil Aviation to ensure implementation of reservation orders in favour of SCs/STs including IAAI employees. The Rosters maintained by IAAI HQ, had only been inspected by him in 1990 and 1992 during the last three years and had pointed out shortcomings relating to non-observance of procedure for dereservation of vacancies. The Committee recommend that henceforth the Liaison Officer of the Ministry should periodically and regularly inspect the reservation rosters maintained by IAAI at HQs as well as at its other offices to ensure proper implementation of reservation orders.

3.10 The Committee note that the Liaison Officers of HQ, and other offices of IAAI have never met during the last three years to discuss the matters of common interest. However after holding a joint meeting on 12.10.1992, such joint meeting is considered to be useful. The Committee would like to stress the need of holding joint meeting of all Liaison

Officers regularly atleast Twice a year to discuss the common problems. The Committee would also like the Liaison officer of the Ministry to attend such meetings and clarify the doubts if any.

3.11 They also recommend that the persons responsible for the maintenance of rosters should be imparted proper training so that the chances of any omission/default are eliminated.

3.12 The Committee further desire that the Liaison Officer of HQ. should periodically atleast once a year inspect the reservation rosters maintained in all the units of IAAI personally as assured by the Chairman IAAI during evidence.

3.13 The Committee find that the procedure for dereservation in promotion states that before any reserved vacancy is dereserved and filled up by promotion by a general candidate, prior approval of the Board of Directors for Group 'A' and 'B' posts and that of the Managing Director for Group 'C' and 'D' posts should be obtained for which the Board of Directors should be apprised from time to time. The Committee understand that this procedure of dereservation in promotion had not been followed by IAAI. The Committee therefore, recommend that the Authority should invariably follow the Directives in letter and spirit.

#### **B. Complaint/Grievances**

3.14 On being asked about the procedure prescribed for the redressal of the grievances of SC/ST employees, the Committee have been informed that IAAI has a "Grievances redressal procedure" for its employees and the same is open to SC & ST employees. Complaints/grievances submitted directly over and above this procedure are also entertained. As per Govt. instructions, SC/ST employees are also free to approach the Commissioner for SC/ST (now National Commission for SC/ST) for redressal of their service grievances.

3.15 When asked whether any complaint register was being maintained to register the grievances of SC/ST Employees and the number of complaints received from them during the last 3 years, it has been stated that no specific complaint register is being maintained. Hence statistics are not available at present. Instructions, however, have now been issued to all units to maintain separate record of complaints/grievances of SC/ST employees. To a query it has been stated that the grievances received mainly related to service matter like promotions and transfers etc.

3.16 During the evidence when asked about the time taken to dispose of a complaint of an SC/ST employee, the Chairman of IAAI stated that during the last 2 years all the complaints except two had been disposed.

3.17 Further in reply to a question, it has been stated that on verification of the relevant records of last 2 years, out of ten complaints/grievances received in HQs. IGI, Calcutta and Madras Offices, nine had been disposed off. The remaining pending representation of October, 1991 had

been duly considered and the orders for promotion were under issue. One case of January, 1989, which was before Calcutta High Court, being sub-judice was also pending.

**3.18 The Committee find that there is no separate grievances redressal procedure in IAAI for its SC/ST Employees and in the absence of complaint register, the statistics regarding complaints received from SC/ST Employees during the last 3 years were not available. With a view to ensure implementation of reservation orders and imparting justice to SC/ST Employees the Committee feel that all the complaints/grievances regarding promotions etc. should be considered promptly within time schedule. They, therefore, recommended that separate grievances/complaints registers should be maintained at all the offices of IAAI and Head of the Units should ensure prompt disposal of complaints/grievances received from SC/ST Employees and periodically submit a progress report to the HQs. for information/necessary remedial measures.**

## CHAPTER IV

### MEASURES TO IMPROVE REPRESENTATION

#### A. In-Service Training

4.1 The Committee have been informed that there is no scheme in IAAI for giving in-service training to its employees.

4.2 The Committee cannot but emphasise the provision of the Directives that in-service training programme on regular basis in an Undertaking or Corporation is one of the essential step for bettering the prospects of SC/ST employees. The Committee, therefore, recommend that in-service training programme for such SC/ST employees who have been recruited or promoted by relaxing the standards in the IAAI should be arranged on a regular basis so as to enable them to come up to the standards of other candidates.

#### B. Perspective Man Power Planning

4.3 From the statement of year-wise recruitment/promotion the Committee have found that a large number of reserved vacancies could not be filled due to no-availability of SC/ST candidates. When asked whether there is any perspective man-power planning in IAAI to assess the man-power requirements specially the requirement of SCs/STs for the specialised technical posts. The Committee were informed that "this exercise has not been carried out".

4.4 The Committee find that IAAI has been carrying forward a long list of backlog vacancies especially of Scheduled Tribes in various categories for a number of years. Obviously this was due to the non-availability of suitable ST candidates. The Committee recommend that IAAI should prepare its man-power plan for the next five years and take timely action to select, train and recruit the requisite number of Scheduled Castes and Scheduled Tribes in various categories.

NEW DELHI;  
December 17, 1992

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Agrahayana 26, 1914 (S)

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



## APPENDIX

(Vide Para 4 of Introduction)

### *Summary of Conclusions/Recommendations contained in the Report*

Sl. No.	Reference to Para Number, in the Report	Summary of Conclusions/Recommendations
1	2	3
1.	1.9	The Committee are distressed to note that in the present Board of IAAI, no Member belongs to SC or ST. While drawing the attention of the Government to their repeated recommendation for appointment of at least one SC/ST Member on the Board of Directors of Public Undertakings, the Committee desire that the Government should make serious efforts to find a suitable SC or ST person, official or non-official for appointment as a Member, whole-time or part-time, on the Board of the Authority. Desirability of making a provision in the International Airports Authority Act 1971 for appointment of a member belonging to SC or ST on the Board of the Authority may be considered.
2.	1.10	The Committee have also been informed that a proposal to merge the IAAI and National Airports Authority is under consideration of the Government and hope that the Government will make earnest efforts to find out suitable SC/ST persons for giving representation to at least one SC or ST Member in the Board of the unified authority as assured during evidence.
3.	1.11	The Committee regret to note that the Board of IAAI is only approached wherever it is the competent authority and it does not review the implementation of reservation policy in favour of SCs/STs of their own. They recommend that the Board of IAAI should undertake periodical reviews to ensure that reservation orders in favour of SCs/STs are implemented scrupulously.
4.	2.21	The Committee regret to note that inspite of the directive that the reserved vacancies should also be

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notified to one or more stations of the All India Radio, the instructions have now been issued by IAAI to their units to notify vacancies reserved for Scheduled Castes and Scheduled Tribes to All India Radio/Doordarshan. In the opinion of the Committee AIR/Doordarshan are considered to be the essential and popular means of communication to the remotest corner and one of the reasons for shortfall of Scheduled Castes and Scheduled Tribes in various cadres could be due to not following the directives. The Committee, therefore, recommend that all the reservation orders should be followed scrupulously in future.

5. 2.22

The Committee further recommend that in addition to the vacancies being advertised in the National Dailies these vacancies should also be simultaneously advertised in the regional/local newspapers of the areas concentrated with SC/ST population to attract more and more SC/ST candidates.

6. 2.23

The Committee are unhappy to note that IAAI, inspite of special efforts has failed to clear the shortfall in Group 'A' and 'B' posts as there is still shortfall of 2.33% and 1.53% SCs and 3.40% and 2.37% STs as on 1.1.92 respectively. The Committee further note that shortfall of 2.00%, 2.19% and 0.56% of SCs still exist in Group 'C' posts at their Calcutta, Trivandrum and Headquarters Offices respectively. The shortfall of STs in Group 'C' and 'D' posts is alarming in almost all the offices except Madras where there is no shortfall. The Committee, therefore, recommend that the IAAI should make concerted efforts within time bound programme to eliminate the shortfall of SCs and STs in all the groups.

7. 2.24

In order to clear the backlog of STs, the Committee recommend that as agreed to during evidence, special teams for recruitment of STs should be sent to tribal concentrated areas of the country. They further recommend that Campus recruitment of SCs and STs only should also be tried as one of the methods of recruitment in future.

8. 2.25

The reasons for the shortfall mostly for technical posts in respect of Scheduled Tribes have been stated to be non-availability of candidates with requisite

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qualifications and experience. The Committee desire that as agreed to during evidence, ST candidates should be chosen and imparted training in the respective discipline and thereafter those who perform better be selected and appointed.

9. 2.26

The Committee are informed that filling of the backlog vacancies in IAAI was hampered due to the general ban on recruitment imposed by the Ministry of Civil Aviation in December, 1990 as a measure of economy. On a clarification by the Ministry on 3 December, 1991 that the ban was not applicable in respect of vacancies reserved for SCs/STs some recruitment did take place. As the backlog has increased due to ban, the Committee recommend that immediate steps should be taken to make good the backlog.

10. 2.27

The Committee find that even after special recruitment drive undertaken by IAAI only 15 vacancies of SCs and 26 vacancies of STs could be filled during the last three years against the backlog of 75 SCs and 99 STs as on 1.4.1989. The Committee recommend that concerted efforts should be made by IAAI to clear the backlog by 31st March, 1993 as promised during the course of evidence.

11. 2.39

The Committee regret to note that IAAI authorities have not been able to maintain the reservation quota of 15 per cent of SCs and 7½% of STs in promotion as only 15 SCs and 6 STs i.e. 11.9% and 4.75% respectively in Group 'A' and 21 SCs and 5 STs i.e. 14.08% and 3.55% respectively in Group 'B' have been promoted during 1989, 1990 and 1991. One of the reasons attributed for the low representation in promotion of SCs and STs is non-availability in the feeder cadres even after extending the zone of consideration. They desire that in order to increase the representation of SC/ST in various Groups, the existing SC/ST employees who fall within five times the number of vacancies may be considered against reserved vacancies for promotion to make up the shortfall of SC/ST officers. The Committee further recommend that the management should go in for direct recruitment against

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- the reserved vacancies of promotion quota in various posts which could not be filled due to non-availability of eligible SC/ST employees in feeder cadres by temporary diversion of promotion to direct recruitment quota as per reservation Directives.
- 12 2.40 The Committee learn that sometimes the promotion process gets delayed due to constitution of DPCs, late receipt of ACRs and disposal of the representation for the review of ACR. They therefore recommend that the IAAI should take necessary timely steps in the promotion matters to avoid unnecessary delay and resentment amongst its employees, specially SCs and STs.
- 13 2.45 The Committee note that out of 54 casual workers regularised by IAAI in their various units during the last three years, 13 belonged to Scheduled castes and none to Scheduled Tribes. The Committee are constrained to observe that by not regularising any casual worker belonging to Scheduled Tribe during the said period, the Management of IAAI has failed to effectively implement the reservation orders, and recommend that whenever any casual labour is regularised due representation should be given to SCs/STs especially to SCs, as per the instructions on the subject.
- 14 2.46 The Committee also note that out of 750 casual labourers engaged for the construction of terminals 56 belonged to SC and none belonged to ST. 23 SCs have been absorbed out of 81 casual labourers regularised and 33 SCs are yet to be regularised in the services of IAAI. The Committee need hardly stress for regularisation of the remaining SC casual workers at the earliest.
- 15 2.47 The Committee recommend that henceforth the reservation rosters for casual/daily rated workers etc. should be kept in IAAI so that the overall percentage of SCs and STs does not go below the prescribed percentages for these categories, as agreed to by IAAI.
- 16 3.9 The Committee note that an Officer in the rank of Deputy Secretary has been appointed as Liaison Officer in the Ministry of Civil Aviation to ensure implementation of reservation orders in favour of
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- SCs/STs including IAAI employees. The Rosters maintained by IAAI HQ. had only been inspected by him in 1990 and 1992 during the last three years and had pointed out shortcomings relating to non-observance of procedure for de-reservation of vacancies. The Committee recommend that henceforth the Liaison Officer of the Ministry should periodically and regularly inspect the reservation rosters maintained by IAAI at HQs as well as at its other offices to ensure proper implementation of reservation orders.
17. 3.10 The Committee note that the Liaison Officers of HQ. and other offices of IAAI have never met during the last three years to discuss the matters of common interest. However after holding a joint meeting on 12.10.92, such joint meeting is considered to be useful. The Committee would like to stress the need of holding joint meeting of all Liaison Officers regularly atleast twice a year to discuss the common problems. The Committee would also like the Liaison Officer of the Ministry to attend such meetings and clarify the doubts if any.
18. 3.11 They also recommend that the persons responsible for the maintenance of rosters should be imparted proper training so that the chances of any omission/default are eliminated.
19. 3.12 The Committee further desire that the Liaison Officer of HQ. should periodically at least once a year inspect the reservation rosters maintained in all the units of IAAI personally as assured by the Chairman IAAI during evidence.
20. 3.13 The Committee find that the procedure for dereservation in promotion states that before any reserved vacancy is dereserved and filled up by promotion by a general candidate, prior approval of the Board of Directors for Group 'A' and 'B' posts and that of the Managing Director for Group 'C' and 'D' posts should be obtained for which the Board of Directors should be apprised from time to time. The Committee understand that this procedure of dereservation in promotion had not been followed by IAAI. The Committee therefore, recommend that the Authority should invariably follow the Directives in letter and spirit.

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