COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES (2017-2018)

(SIXTEENTH LOK SABHA)

NINETEENTH REPORT

ON

MINISTRY OF FINANCE (DEPARTMENT OF REVENUE)

Action taken by the Government on the recommendations contained in the Seventh Report (Sixteenth Lok Sabha) of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes on the subject "Reservation for and employment of Scheduled Castes and Scheduled Tribes in Central Board of Excise and Customs (CBEC)".

Presented to Lok Sabha on 16.03.2018

Laid in Rajya Sabha on 16.03.2018



LOK SABHA SECRETARIAT

NEW DELHI

16th March, 2018/

Phalguna, 1939 (Saka)

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- II. Analysis of the Action Taken by the Government on the recommendations contained in the Seventh Report (16th Lok Sabha).

COMPOSITION OF THE COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES (2017-2018)

Dr. Kirit P. Solanki - Chairperson

MEMBERS - LOK SABHA

- 2. Shri Kanti Lal Bhuria
- 3. Shri P.K. Biju
- 4. Shri B.N. Chandrappa
- 5. Dr. (Smt.) Heena Vijaykumar Gavit
- 6. Dr. K. Gopal
- 7. Shri Rattan Lal Kataria
- 8. Smt. Pratima Mondal
- 9. Prof. Ajmeera Seeta Ram Naik
- 10. Shri Ram Charitra Nishad
- 11. Shri Ravindra Babu Pandula
- 12. Shri Kamlesh Paswan
- 13. Shri Ram Chandra Paswan
- 14. Shri Vishnu Dayal Ram
- 15. Smt. Rita Tarai
- 16. Shri Krupal Balaji Tumane
- 17. Shri Vikram Usendi
- 18. Shri Bhanu Pratap Singh Verma
- 19. Dr. Bhagirath Prasad
- 20. Shri Chintaman Navasha Wanaga*

MEMBERS - RAJYA SABHA

- 21. Shri Shamsher Singh Dullo
- 22. Shri D. Raja
- 23. Shri Amar Shankar Sable
- 24. Shri Veer Singh
- 25. Shri Tiruchi Siva
- 26. Smt. Wansuk Syiem
- 27. Shri Pradeep Tamta
- 28. Shri Dilip Kumar Tirkey
- 29. Mahant Shambhuprasadji Tundiya
- 30. Shri Ramkumar Verma

SECRETARIAT

-

- 1. Shri N.C. Gupta
- 2. Shri D.R. Shekhar
- 3. Shri V.K Shailon
- 4. Shri Mukesh Kumar
- Joint Secretary
- Director
- Deputy Secretary
- Under Secretary

* ceased to be Member of the Committee w.e.f 30.01.2018 upon his sad demise.

INTRODUCTION

I, the Chairperson, Committee on the Welfare of Scheduled Castes and Scheduled Tribes having been authorised by the Committee to finalise and submit the Report on their behalf, present this Nineteenth Report (Sixteenth Lok Sabha) on Action Taken by the Government on the recommendations/observations contained in the Seventh Report (Sixteenth Lok Sabha) on the Ministry of Finance (Department of Financial Services) regarding "Reservation for and employment of Scheduled Castes and Scheduled Tribes in Central Board of Excise and Customs (CBEC)".

2. The draft Report was considered and adopted by the Committee at their sitting held on 14.03.2018 (Appendix-I).

3. The Report has been divided into the following chapters:-

I Report

II Recommendations/Observations which have been accepted by the Government.

III Recommendations/Observations which the Committee do not desire to pursue in view of replies of the Government.

IV Recommendations /Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration.

V Recommendations / Observations in respect of which final replies of the Government have not been received.

4. An analysis of the Action Taken by the Government on the recommendations contained in the Seventh Report (Sixteenth Lok Sabha) of the Committee is given in Appendix-II.

New Delhi; <u>16th March</u>, 2018 Phalguna, 1939(Saka) DR. KIRIT P. SOLANKI Chairperson, Committee on the Welfare of Scheduled Castes and Scheduled Tribes.

CHAPTER I

REPORT

This Report of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes deals with the action taken by the Government on the recommendations contained in their Seventh Report (Sixteenth Lok Sabha) pertaining to the Ministry of Finance (Department of Revenue) regarding "Reservation for and Employment of Scheduled Castes and Scheduled Tribes in Central Board of Excise and Customs (CBEC).

1.2 The Seventh Report was presented to Lok Sabha on the 11th August, 2016. It contained 8 recommendations/observations. Replies of the Government in respect of all these recommendations/observations have been examined and may be categorised as under:-

- (i) Recommendations/Observations which have been accepted by the Government (SI. No. 3 and 4).
- (ii) Recommendations/Observations which the Committee do not desire to pursue in view of the replies of the Government (SI. Nos. 1, 2, 6 and 7).
- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration (SI. Nos. 5 and 8).
- (iv) Recommendations/Observations in respect of which final replies of the Government have not been received (NIL).

1.3 The Committee will now deal with the Action Taken by the Government on those recommendations which need reiteration or comments.

Recommendation (SI. No.1, Para No. 2.31)

1.4 The Committee note that matter regarding reservation in promotion was challenged in the Central Administrative Tribunal (CAT), Chandigarh Bench vide OA No.060/00770/2014 by Rajesh Rai & Others and that there was a Interim Order dated 03.09.2014 of the CAT restraining the CBEC from providing reservation in promotion until the exercise as mandated by the Hon'ble Supreme Court in the case of M.Nagaraj & Others(Supra) was carried out. The next date of hearing was fixed for 20.10.2014.

The Committee further note that an affidavit was filed by the Department on 12.10.2014 in the CAT requesting for vacation of the interim order. However, the Committee are surprised to note that CBEC issued a promotion order No.192/2014 dated 22.10.2014 in haste without waiting for the outcome of the OA and without implementation of the reservation in promotion policy. Thus, the Committee find that the CBEC denied the benefit of reservation to the SCs/STs in the said promotion The reasons put forth by the Department for their actions are not found order. plausible by the Committee. The Committee are also aghast on the fact that the CAT order which was applicable on 300 regular posts of the Assistant Commissioner of Central Excise in the CBEC was further extended to cover all the posts in the CBEC post cadre restructuring. This shows the Departments apathy towards the SCs and STs within their organisation. The situation is all the more peculiar since the sister Department of CBEC namely CBDT had carried out promotions without any such hurdles. The Scheduled Castes and Scheduled Tribes Welfare Association of the CBEC had expressed concern on the issue and keeping this in view the Committee had held multiple meetings within a span of few months with all the concerned Ministries/Departments viz. Ministry of Finance (Department of Revenue), CBEC, Ministry of Personnel, Public Grievances & Pensions (Department of Personnel & Training) and the Ministry of Law.

Reply of Government

1.5 Secretary, Department of Revenue has already explained the urgency and need to fill up the post in the Grade of Assistant Commissioner. (para 2.16 of the report refers. It is submitted that the decision to go ahead with the promotion was taken in public interest to achieve revenue collection targets to enable the Government to implement its development and welfare programmes. As also submitted by Special Secretary and Members (P&V) before the Committee (para 2.20 refer), we went before the Ld. CAT to allow reservation in promotion and vacate the stay.

1.6 Further, the DPC taking note of the interim directions of Hon'ble Central Administrative Tribunal, Chandigarh Bench on OA No. 060/00770/2014, took a conscious decision that in case sufficient numbers of reserved category candidates are not found fit, the equivalent number of vacancies in the reserved categories may be kept unfilled until further and final directions/outcome in the ongoing case before Hon'ble Central Administrative Tribunal, Chandigarh Bench. The Committee accordingly decided to keep 56 posts in the Grade of Assistant Commissioner unfilled, until further and final directions/outcome in the ongoing case before Hon'ble Central Administrative Tribunal, Chandigarh Bench. The Committee Administrative Tribunal, Chandigarh Bench.

1.7 Like CBDT, the CBEC is also extending the benefit of reservation in regular/adhoc promotions, as per extant guidelines of the DoPT, except in cases where Court has given specific directions.

1.8 These actions do suggest that the Department duly considered the interest of SC/ST officers and there was no intention to deny the benefit of reservation to the SCs/STs.

1.9 In the OA No. 060/00770/2014 filed by Shri Rajesh Rai, the applicant prayed for quashing of Office Orders No. 74/2014 dated 31.03.2014 vide which promotion was granted by giving benefit of reservation. He had contested that this was in violation of law laid down in various decisions of Hon'ble Supreme Court and referred to the case of Suraj Bhan Meena & another vs State of Rajasthan & others, based on M. Nagraj case.

1.10 In para 4(xxi) of his OA, Shri Rajesh Rai had submitted before the Ld. CAT that in the Department of Customs and Central Excise cadre restructuring has been ordered vide letter dated 18.12.2013 and 300 new posts of Assistant Commissioner have been sanctioned raising the strength of Assistant Commissioner from 949 to 1249. If reservation policy is not applied, the applicants have good chances of getting promotion to the post of Assistant Commissioner of Customs and Central Excise. 1.11 Hon'ble CAT, Chandigarh Bench in its interim order dated 03.09.2014 directed

as under:-

"On interim relief, learned counsel for the applicants submits that the respondents have already re-structured the cadre whereby 300 new posts of Assistant Commissioner have been sanctioned. He further submits that since the respondents have already given promotion by giving benefit of reservation, therefore, the applicant apprehends that they may do the same in further promotions also. He prays that the respondents may be restrained from making further promotion on the basis of reservation. Considering the promotions earlier made on the basis of reservation have already been made effective, as averred in para 4(xxi) of O.A., we restrain the respondents from extending the benefit of reservation in further promotion until the exercise mandated by the Hon'ble Supreme Court in the case of M. Nagraj & others vs U.O.I & other 2006 (8) SCC 212 is undertaken by them."

1.12 The above order specifically speaks of restraint in extending the benefit of reservation in further promotion. Therefore, in compliance with the above order the restraint was extended to all further posts in the grade of Assistant Commissioner and was not confined to only 300 posts.

1.13 It is submitted that the Department scrupulously follows the policy of the Government of India to give benefit of reservation in promotion as is evident from the fact that after the orders of Ld. CAT, Chandigarh, two DPCs for promotion to the grade of Chief Accounts Officer was held in the UPSC and in these two DPCs, benefit of reservation was given in terms of DoPT Guidelines. Since the restraint of the Hon'ble CAT is only confined to the grade of Assistant Commissioner, these orders have not been applied suo moto to other posts where there is no such restraint of the Court. These actions, put together, with the concerted efforts taken by the Department of Revenue to get the restraint vacated indicates that the Department is committed to promoting the interest of SC and ST officers.

Comments of the Committee

1.14 The Committee note that the decision to go ahead with the promotion was taken in public interest to achieve revenue collection targets to enable the Government to implement its development and welfare programmes. As also submitted by Special Secretary and Members (P&V) before the Committee, they went before the Ld. CAT to allow reservation in promotion and vacate the stay. The Committee also note that the DPC taking note of the interim directions of Hon'ble Central Administrative Tribunal, Chandigarh Bench on OA No. 060/00770/2014, took a conscious decision that in case sufficient numbers of reserved category candidates are not found fit, the equivalent number of vacancies in the reserved categories may be kept unfilled until further final directions/outcome in the ongoing case before Hon'ble Central Administrative Tribunal, Chandigarh Bench. The Committee accordingly decided to keep 56 posts in the Grade of Assistant Commissioner unfilled. The Committee, therefore, feel that CBEC issued promotion order No. 192/2014 dated 22.10.2014 in haste without waiting for outcome of the OA and without implementation of reservation policy. The Committee strongly feel that public interest to achieve revenue collection target can not be accepted as a valid ground for denial of justice to SCs/STs and through the said promotion order CBEC have denied the benefit of reservation to SCs/STs. The Committee therefore strongly recommend that CBEC official may be sensitised to the cause of SC and ST so that they can give priority to SC/ST cause.

Recommendation (SI. No. 4, Para No. 2.34)

1.15 On the issue of implementation of the exercise as mandated by the Hon'ble Supreme Court in the case of M. Nagaraj (Supra) the Committee observe that the judgment came in the year 2006. Thereafter, the DoPT issued a clarification OM No.36036/2/2007-Estt.(Res.) dated 29.03.2007 in the matter of M. Nagaraj and this OM is still in vogue. Notwithstanding this, the Committee fail to understand the complexities in determining the backwardness, administrative efficiency or representations when data is available or should have been available, after all it is now close to a decade since the judgment came. The inexplicable delay in collection of the data has resulted in the situation going against the favour of SC/ST employees. In the

case of CBEC the buck has been passed on to the DoPT for undertaking the exercise as mandated by the Apex Court in the M.Nagaraj case. The Committee would like to point out that it is the duty of the DoPT to have the data regarding the representation of SCs/STs in Government Service as all Ministries/Departments of the Government of India have been directed vide DOPT OM No.43011/10/2002-EStt.(Res.) dated 19.12.2003 to do so. It appears that either the Ministries/Departments are not sending the information or the DoPT has stopped collecting the information. The Committee feel that had the data been available it would have been easy task to meet the requirements set by the Apex Court. If the Ministries/Departments are not sending the information it would be viewed as a deliberate attempt to thwart the progress of SCs/STs in services. The Committee desire that the DoPT should not be lax in this regard and begin to compile the data urgently. In the instant case of CBEC the Department seems to have compiled the information as is evident from the affidavit dated 12.10.2014 that was filed in the Hon'ble CAT, Chandigarh Bench wherein it had been submitted that the three conditions as mandated by the Apex Court have been fulfilled. The Committee fail to understand that when the stay was vacated by the CAT the CBEC suddenly got cold feet and backtracked on their own stand denying reservation in promotion to its SC/ST employees despite meeting with the requirement mandated by the Apex Court.

Reply of the Government

1.16 As informed by the DoPT, the purpose of issuing DoPT OM No.36030/2/2007-Estt. (Res.) dated 29.03.2007 was to clarify that "the reference to creamy layer in the concluding paragraph and other portions of the judgment does not relate to the SCs and STs". Further, DoPT has issued instructions vide its OM dated 19.12.2003 to collect data regarding the representation of SCs/STs in Government services from all Ministries/Departments. A copy of the latest data regarding representation of SCs and STs in posts and services under the Central Government is placed at Annexure III and Annexure IV. 1.17 The submissions made by this Department before the Hon'ble CAT regarding fulfilling of the mandate of the Apex Court in M. Nagraj case is yet to be considered by the Hon'ble CAT. The DoPT is already examining the issues emanating from the Hon'ble Supreme Court's judgement dated 19.10.2006 in M. Nagraj case.

Comments of the Committee

1.18 The Committee note that submissions of Department of Revenue made before the Hon'ble CAT regarding fulfilling of the mandate of the Apex Court in M. Nagraj case is yet to be considered by the Hon'ble CAT. The DoPT is already examining the issues emanating from the Hon'ble Supreme Court's judgement dated 19.10.2006 in M. Nagraj case. The Committee further reiterate that DoPT should not only compile data of SCs and STs employee but also keep them ready to submit before Supreme Court as and when asked for and also to clarify that concept of creamy layer mentioned in the judgement can not be made applicable for SCs and STs as decided by the Supreme Court in Indira Sawhney case. The Committee would like to be apprised about the present status in the matter for further consideration.

Recommendation (SI. No. 5, Para No. 2.35)

1.19 The Committee are of the view that the implementation of the cadre restructuring in the CBEC has been held up for the past several months, on account of disputes/litigations that has arisen regarding granting of reservation in promotions and stalling the promotion aspects of general candidates as well. The Committee feel that it is neither in the interest of the department to leave such a huge number of posts in the cadre of Assistant Commissioners vacant, nor in the interest of the officers who will superannuate without getting their due promotions, for no mistake of theirs. It is only right and just that promotions are made subject to the outcome of pending litigations. This is in the interest of general candidates and also in the interest of reserved candidates. Therefore, the Committee strongly recommend that SC/ST officers may be given promotion without further delay as has already been done in other departments

including CBDT. While doing so, it may be ensured that those who have been promoted earlier are not adversely affected.

Reply of the Government

1.20 Several litigations are pending on the subject. As advised by the Ld. AG, an application has been moved before the Hon'ble CAT, PB praying for transfer and clubbing of all pending OAs on the subject matter for a uniform and expeditious decision.

1.21 The Hon'ble CAT, PB, New Delhi vide order dated 03.06.2016 has disposed of 6 OAs filed in the matter with the direction to effect promotions in accordance with the law as enunciated by the Apex Court in M. Nagaraj and as explained in Suresh Chand Gautam. In the said order, the Hon'ble Tribunal has also held that DoPT's OM No. 36012/17/88-Est.(SCT) dated 25.04.1989 (Subject: Reservation for SC and ST in posts filled by promotion applicability to grades or service in which the element of direct recruitment does not exceed 75%) is inoperative and respondents cannot give effect to the same, till they conduct the pre-mandated exercise.

1.22 The decision of the Hon'ble CAT, PB in respect of Transfer Petition in 18 OAs is still pending.

1.23 Further, a Writ Petition challenging the order 22.09.2015 of the Hon'ble CAT, Chandigarh Bench in Rajesh Rai's case is also being filed.

1.24 Transfer Petition has been filed in the Apex Court in respect of 3 cases of various High Courts and 21 cases of various Tribunals.

1.25 Thus, the Department is continuously making efforts to resolve these issues and find a solution for effecting early promotion to the grade of Assistant Commissioner.

Comments of the Committee

1.26 The Committee are not at all satisfied with the casual approach adopted by the Government for making strategic planning to resolve SC/ST issues. As the matter has been badly delayed some concrete steps may be taken for effecting early promotion to the Grade of Assistant Commissioner. The Committee therefore, strongly reiterate their earlier recommendation.

Recommendation (SI. No. 6, Para No. 2.36)

1.27 As regard the three conditions mentioned in M. Nagaraj case, the Committee are of the view that "Efficiency" of the officer(s) can be assessed through his ACR/APAR and "quantifiable data" can be seen from the present cadre strength of the officers. As regard the "Backwardness" is concerned the Committee are of the view that this concept is applicable to Other Backward Class (OBC) not for SCs/STs. As in the case of Indra Sawhney, Supreme Court has decided in this regard. Thus, the concept of creamy layer defining economic criteria for reservation is only applicable for OBC not for SCs/STs reservation.

Reply of the Government

1.28 The DoPT is examining the issues emanating from the Hon'ble Supreme Court's judgement dated 19.10.20006 in M. Nagraj case.

Comments of the Committee

1.29 The Committee would like to know the details of the steps taken by the CBEC on the aforesaid recommendation not only in the context of Nagraj case but also vis a vis Indira Sawhney case decided by the Hon'ble Supreme.

Recommendation (SI. No. 7, Para No. 2.37)

1.30 It has also been brought to the notice of the Committee that the DoPT OM No.36012/45/2005-Estt. (Res.) dated 10.08.2010 that deals with the subject reservation in promotion- Treatment of SC/ST candidates promoted on their own merits stands quashed and is sub-judice. Further the Supreme Court in the Jarnail Singh matter (Supra) is considering the validity of the OM. The Committee would like to be apprised about the status of the case and steps taken by DoPT in this regard.

Reply of the Government

1.31 The DoPT has informed that Department of Revenue had filed the SLP in the matter on behalf of Union of India. The matter has been tagged with Contempt Petition No. 314/2016, which is to be heard on 22.11.2016.

Comments of the Committee

1.32 The Committee would like to be apprised about the present status of the case and steps taken by the Government to protect the interest of SCs and STs in this regard.

Recommendation (SI. No. 8, Para No. 2.38)

1.33 On a larger note the Committee observe that in general reservation in promotion policy is being followed in Government services. However, wherever objections were raised in the Court of Law, the decisions were kept pending. In total there is ambiguity on the issue and needs to be resolved through statutory means on an urgent basis. The Committee also note that to provide impediment-free reservation in promotion to the Scheduled Castes and the Scheduled Tribes and to bring certainty and clarity in the matter a step was taken in this direction with the introduction of the Constitution (One Hundred and Seventeenth) Amendment Bill, 2012. The Bill was introduced in the Rajya Sabha but lapsed in Lok Sabha. In order to safeguard the rights of the SCs/STs in services, the Committee strongly urge the Government to pass the Constitution Amendment Bill expeditiously.

Reply of the Government

1.34 The DoPT has informed that in order to provide impediment free reservation in promotion to SCs and STs, the Constitutional (One Hundred and Seventeenth Amendment) Bill was introduced in the Rajya Sabha by the Government in September, 2012. The Bill was passed by the Rajya Sabha on 17.12.2012 and transmitted to the Lok Sabha for consideration and passing. The Bill could not be considered in the 15th Lok Sabha and lapsed on its dissolution. The issues emanating from the Hon'ble Supreme Court's judgment dated 19.10.2006 in M. Nagraj case are under examination in DoPT.

Comments of the Committee

1.35 The Committee feel that above reply by the Government shows the lack of sincerity and commitment on their part in safeguard of the SCs and STs interests. The Committee would like to be apprised about the present status of steps/measures initiated by the Government to resolve the issues that arose from Hon'ble Supreme Court's judgement dated 19.10.2006 in M. Nagraj case. The Committee are of the view that the said issues are not paving the way for impediment free reservation in promotion for SCs/STs in Government organisation. The Committee therefore strongly reiterate their recommendation that Government should pass the Constitution Amendment Bill in this regard expeditiously so as to restores the confidence and morale of SC/ST employees.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (SI. No. 3, Para No. 2.33)

2.1 The Committee note with concern that while obtaining the views of the Ministry of Law the CBEC has cited only those cases where there has been negative judgments of the Apex Court/High Courts about the reservation in promotion, numerous favourable judgments of the Courts regarding the reservation in promotion were ignored. The Committee cannot help but wonder whether this was a deliberate attempt in weakening the case to deprive the SC/ST employees of their legitimate right. During the meetings on the subject the Committee was also appalled to find that the representatives of the DoPT and the Ministry of Law were unaware of such favourable judgment/rulings. The Committee are of the view that the DoPT is the nodal Department on the service matters and the Ministry of Law is invariably consulted for legal matters. Whereas, directions exist wherein the Central Government Departments have to consult the DoPT on legal issues/while filing review petitions in courts/tribunals when Government service orders have been challenged, it appears that these are not being followed stringently and they are independently fighting out service related cases to the detriment of employees particularly those belonging to the reserved categories. The Committee desire that the DoPT may reiterate such instructions. The Committee find that in the present instance if the case had been properly presented by citing the relevant judgments/rulings favouring the reservation in promotion the present situation could have been averted. The Committee also desire that the DoPT may make an upto date repository of judgments of the Apex Court, High Courts and Tribunals wherein the issue of reservation in promotion etc. to SCs and STs have been decided by directing all the Ministries/Government Departments/States to invariably send copies of the judgments to the DoPT for information and record. Although in the beginning this might seem to

be a huge exercise but the Committee feel that this will go a long way to safeguard the rights of the SC/ST employees through proper and effective presentation of cases in litigations.

Reply of the Government

2.2 The DoPT has informed that it has issued an OM No. 43011/4/2015-Estt.(D) dated 7.6.2016 regarding consultation with DoPT on the order of Tribunal/Court and the Estt.(D) Section has been asked to reiterate the instructions in the light of the observations of the Committee. (Annexure-I)

2.3 As informed by the DoPT, all Ministries/Departments have been requested vide OM No. 43011/12/2015-Estt.(Res) - Vol.II dated 27th October, 2016 to invariably send copies of judgments relevant to service matters concerning reservation in promotion for SCs/STs, to DoPT. (Annexure-II)

Recommendation (SI. No. 4, Para No. 2.34)

2.4 On the issue of implementation of the exercise as mandated by the Hon'ble Supreme Court in the case of M.Nagaraj(Supra) the Committee observe that the judgment came in the year 2006. Thereafter, the DoPT issued a clarification OM No.36036/2/2007-Estt.(Res.) dated 29.03.2007 in the matter of M.Nagaraj and this OM Notwithstanding this, the Committee fail to understand the is still in vogue. complexities in determining the backwardness, administrative efficiency or representations when data is available or should have been available, after all it is now close to a decade since the judgment came. The inexplicable delay in collection of the data has resulted in the situation going against the favour of SC/ST employees. In the case of CBEC the buck has been passed on to the DoPT for undertaking the exercise as mandated by the Apex Court in the M.Nagaraj case. The Committee would like to point out that it is the duty of the DoPT to have the data regarding the representation of SCs/STs in Government Service as all Ministries/Departments of the Government of India have been directed vide DOPT OM No.43011/10/2002-EStt.(Res.) dated 19.12.2003 to do so. It appears that either the Ministries/Departments are not sending the information or the DoPT has stopped collecting the information. The Committee feel that had the data been available it would have been easy task to meet the requirements set by the Apex Court. If the Ministries/Departments are not sending the information it would be viewed as a deliberate attempt to thwart the progress of SCs/STs in services. The Committee desire that the DoPT should not be lax in this regard and begin to compile the data urgently. In the instant case of CBEC the Department seems to have compiled the information as is evident from the affidavit dated 12.10.2014 that was filed in the Hon'ble CAT, Chandigarh Bench *wherein it had been submitted that the three conditions as mandated by the Apex Court have been fulfilled.* The Committee fail to understand that when the stay was vacated by the CAT the CBEC suddenly got cold feet and backtracked on their own stand denying reservation in promotion to its SC/ST employees despite meeting with the requirement mandated by the Apex Court.

Reply of the Government

2.5 As informed by the DoPT, the purpose of issuing DoPT OM No.36030/2/2007-Estt. (Res.) dated 29.03.2007 was to clarify that "the reference to creamy layer in the concluding paragraph and other portions of the judgment does not relate to the SCs and STs". Further, DoPT has issued instructions vide its OM dated 19.12.2003 to collect data regarding the representation of SCs/STs in Government services from all Ministries/Departments. A copy of the latest data regarding representation of SCs and STs in posts and services under the Central Government is placed at Annexure III and Annexure IV.

2.6 The submissions made by this Department before the Hon'ble CAT regarding fulfilling of the mandate of the Apex Court in M. Nagraj case is yet to be considered by the Hon'ble CAT. The DoPT is already examining the issues emanating from the Hon'ble Supreme Court's judgement dated 19.10.2006 in M. Nagraj case.

Comments of the Committee

Please see Para No. 1.14 of Chapter I.

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PERSUE IN VIEW OF THE REPLIES OF THE GOVERNMENT

Recommendation (SI. No. 1, Para No. 2.31)

3.1 The Committee note that matter regarding reservation in promotion was challenged in the Central Administrative Tribunal (CAT), Chandigarh Bench vide OA No.060/00770/2014 by Rajesh Rai & Others and that there was a Interim Order dated 03.09.2014 of the CAT restraining the CBEC from providing reservation in promotion until the exercise as mandated by the Hon'ble Supreme Court in the case of M.Nagaraj & Others(Supra) was carried out. The next date of hearing was fixed for 20.10.2014. The Committee further note that an affidavit was filed by the Department on 12.10.2014 in the CAT requesting for vacation of the interim order. However, the Committee are surprised to note that CBEC issued a promotion order No.192/2014 dated 22.10.2014 in haste without waiting for the outcome of the OA and without implementation of the reservation in promotion policy. Thus, the Committee find that the CBEC denied the benefit of reservation to the SCs/STs in the said promotion order. The reasons put forth by the Department for their actions are not found plausible by the Committee. The Committee are also aghast on the fact that the CAT order which was applicable on 300 regular posts of the Assistant Commissioner of Central Excise in the CBEC was further extended to cover all the posts in the CBEC post cadre restructuring. This shows the Departments apathy towards the SCs and STs within their organisation. The situation is all the more peculiar since the sister Department of CBEC namely CBDT had carried out promotions without any such hurdles. The Scheduled Castes and Scheduled Tribes Welfare Association of the CBEC had expressed concern on the issue and keeping this in view the Committee had held multiple meetings within a span of few months with all the concerned Ministries/Departments viz. Ministry of Finance (Department of Revenue), CBEC,

Ministry of Personnel, Public Grievances & Pensions (Department of Personnel & Training) and the Ministry of Law.

Reply of the Government

3.2 Secretary, Department of Revenue has already explained the urgency and need to fill up the post in the Grade of Assistant Commissioner. (para 2.16 of the report refers. It is submitted that the decision to go ahead with the promotion was taken in public interest to achieve revenue collection targets to enable the Government to implement its development and welfare programmes. As also submitted by Special Secretary and Members (P&V) before the Committee (para 2.20 refer), we went before the Ld. CAT to allow reservation in promotion and vacate the stay.

3.3 Further, the DPC taking note of the interim directions of Hon'ble Central Administrative Tribunal, Chandigarh Bench on OA No. 060/00770/2014, took a conscious decision that in case sufficient numbers of reserved category candidates are not found fit, the equivalent number of vacancies in the reserved categories may be kept unfilled until further and final directions/outcome in the ongoing case before Hon'ble Central Administrative Tribunal, Chandigarh Bench. (para 2.7 of the Report refers). The Committee accordingly decided to keep 56 posts in the Grade of Assistant Commissioner unfilled, until further and final directions/outcome in the ongoing case before in the ongoing case before Hon'ble Central Administrative Tribunal, Chandigarh Bench. (para 2.8 of the Report refers).

3.4 Like CBDT, the CBEC is also extending the benefit of reservation in regular/adhoc promotions, as per extant guidelines of the DoPT, except in cases where Court has given specific directions.

3.5 These actions do suggest that the Department duly considered the interest of SC/ST officers and there was no intention to deny the benefit of reservation to the SCs/STs.

3.6 In the OA No. 060/00770/2014 filed by Shri Rajesh Rai, the applicant prayed for quashing of Office Orders No. 74/2014 dated 31.03.2014 vide which promotion was

granted by giving benefit of reservation. He had contested that this was in violation of law laid down in various decisions of Hon'ble Supreme Court and referred to the case of Suraj Bhan Meena & another vs State of Rajasthan & others, based on M. Nagraj case.

3.7 In para 4(xxi) of his OA, Shri Rajesh Rak had submitted before the Ld. CAT that in the Department of Customs and Central Excise cadre restructuring has been ordered vide letter dated 18.12.2013 and 300 new posts of Assistant Commissioner have been sanctioned raising the strength of Assistant Commissioner from 949 to 1249. If reservation policy is not applied, the applicants have good chances of getting promotion to the post of Assistant Commissioner of Customs and Central Excise.

3.8 Hon'ble CAT, Chandigarh Bench in its interim order dated 03.09.2014 directed as under:-

"On interim relief, learned counsel for the applicants submits that the respondents have already re-structured the cadre whereby 300 new posts of Assistant Commissioner have been sanctions. He further submits that since the respondents have already given promotion by giving benefit of reservation, therefore, the applicant apprehends that they may do the same in further promotions also. He prays that the respondents may be restrained from making further promotion on the basis of reservation. Considering the promotions earlier made on the basis of reservation have already been made effective, as averred in para 4(xxi) of O.A., we restrain the respondents from extending the benefit of reservation in further promotion until the exercise mandated by the Hon'ble Supreme Court in the case of M. Nagraj & others vs U.O.I & other 2006 (8) SCC 212 is undertaken by them."

3.9 The above order specifically speaks of restraint in extending the benefit of reservation in further promotion. Therefore, in compliance with the above order the restraint was extended to all further posts in the grade of Assistant Commissioner and was not confined to only 300 posts.

3.10 It is submitted that the Department scrupulously follows the policy of the Government of India to give benefit of reservation in promotion as is evident from the fact that after the orders of Ld. CAT, Chandigarh, two DPCs for promotion to the grade of Chief Accounts Officer was held in the UPSC and in these two DPCs, benefit of reservation was given in terms of DoPT Guidelines. Since the restraint of the Hon'ble

CAT is only confined to the grade of Assistant Commissioner, these orders have not been applied suo moto to other posts where there is no such restraint of the Court. These actions, put together, with the concerted efforts taken by the Department of Revenue to get the restraint vacated indicates that the Department is committed to promoting the interest of SC and ST officers.

Recommendation (SI. No. 2, Para No. 2.32)

During discussion with CBEC they expressed their inability to go ahead with 3.11 promotion. On the insistence of the Committee the opinion of the Learned Solicitor General of India was also taken. The Committee note that the Learned Solicitor General has opined on the particular issue that (i) Reservation in promotion is not compulsory(ii) If granted, it must only be done after empirical study mandated by M. Nagaraj (Supra); and (iii) The 10.08.2010 OM stands quashed and is subjudice. The Supreme Court in the Jarnail Singh matter (Supra) is considering the validity of the OM. In this regard the Committee are surprised to note that the issue was pending in the CAT, Chandigarh Bench since a long time the CBEC remained inactive after merely filing an affidavit for vacation of the interim order and it was not actively Neither the Department of Personnel & Training who is the nodal pursued. Department for all service related matters of Government was consulted during that time. The Ministry of Law too was not consulted. The issue was languishing without any seriousness. It only after the active interest and pursuance of the Committee the CBEC stirred into action. However, when the stay was vacated by the CAT, Chandigarh bench with the direction to go ahead with promotions by following the "Law of Land" the CBEC found it fit to obtain the opinion of the Ministry of Law thereby stalling the issue. This puts a question mark on the earnestness of the CBEC. The Committee find that the issue that was confined to a particular region snowballed throughout the country and numerous OAs/cases were filed in the various Courts/Tribunals further complicating it without any remedy in sight.

Reply of the Government

3.12 As already submitted by Chairman, CBEC, at each hearing we have been represented by the Additional Central Government Counsel and there was not a single hearing where we were not present. Further, an officer of minimum rank of Deputy Commissioner or Assistant Commissioner was also present at the time of hearing. Hence, the Department gave due importance to the case and pursued it with due seriousness.

3.13 After vacation of the stay, it was imperative for the Department to seek the opinion of the Ministry of Law in order to ascertain as to what is the "Law of the Land" for reservation in matters of promotion to any class or classes of posts in the service under the State in favour of SC/ST. The intention was to seek a legal opinion and not to complicate the issue.

Recommendation (SI. No. 6, Para No. 2.36)

3.14 As regard the three conditions mentioned in M. Nagraj case, the Committee are of the view that "Efficiency" of the officer(s) can be assessed through his ACR/APAR and "quantifiable data" can be seen from the present cadre strength of the officers. As regard the "Backwardness" is concerned the Committee are of the view that this concept is applicable to Other Backward Class (OBC) not for SCs/STs. As in the case of Indra Sawhney, Supreme Court has decided in this regard. Thus, the concept of creamy layer defining economic criteria for reservation is only applicable for OBC not for SCs/STs reservation.

Reply of the Government

3.15 The DoPT is examining the issues emanating from the Hon'ble Supreme Court's judgement dated 19.10.20006 in M. Nagraj case.

Recommendation (SI. No. 7, Para No. 2.37)

3.16 It has also been brought to the notice of the Committee that the DoPT OM No.36012/45/2005-Estt. (Res.) dated 10.08.2010 that deals with the subject reservation in promotion- Treatment of SC/ST candidates promoted on their own

merits stands quashed and is sub-judice. Further the Supreme Court in the Jarnail Singh matter (Supra) is considering the validity of the OM. The Committee would like to be apprised about the status of the case and steps taken by DoPT in this regard.

Reply of the Government

3.17 The DoPT has informed that Department of Revenue had filed the SLP in the matter on behalf of Union of India. The matter has been tagged with Contempt Petition No. 314/2016, which is to be heard on 22.11.2016.

Comments of the Committee

Please see Para No. 1.32 of Chapter I.

CHAPTER IV

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND REQUIRE REITRATION.

Recommendation (SI. No. 5, Para No. 2.35)

4.1 The Committee are of the view that the implementation of the cadre restructuring in the CBEC has been held up for the past several months, on account of disputes/litigations that has arisen regarding granting of reservation in promotions and stalling the promotion aspects of general candidates as well. The Committee feel that it is neither in the interest of the department to leave such a huge number of posts in the cadre of Assistant Commissioners vacant, nor in the interest of the officers who will superannuate without getting their due promotions, for no mistake of theirs. It is only right and just that promotions are made subject to the outcome of pending litigations. This is in the interest of general candidates and also in the interest of reserved candidates. Therefore, the Committee strongly recommend that SC/ST officers may be given promotion without further delay as has already been done in other departments including CBDT. While doing so, it may be ensured that those who have been promoted earlier are not adversely affected.

Reply of the Government

4.2 Several litigations are pending on the subject. As advised by the Ld. AG, an application has been moved before the Hon'ble CAT, PB praying for transfer and clubbing of all pending OAs on the subject matter for a uniform and expeditious decision.

4.3 The Hon'ble CAT, PB, New Delhi vide order dated 03.06.2016 has disposed of 6 OAs filed in the matter with the direction to effect promotions in accordance with the law as enunciated by the Apex Court in M. Nagaraj and as explained in Suresh Chand Gautam. In the said order, the Hon'ble Tribunal has also held that DoPT's OM No. 36012/17/88-Est.(SCT) dated 25.04.1989 (Subject: Reservation for SC and ST in posts filled by promotion applicability to grades or service in which the element of direct recruitment does not exceed 75%) is inoperative and respondents cannot give effect to the same, till they conduct the pre-mandated exercise.

4.4 The decision of the Hon'ble CAT, PB in respect of Transfer Petition in 18 OAs is still pending.

4.5 Further, a Writ Petition challenging the order 22.09.2015 of the Hon'ble CAT, Chandigarh Bench in Rajesh Rai's case is also being filed.

4.6 Transfer Petition has been filed in the Apex Court in respect of 3 cases of various High Courts and 21 cases of various Tribunals.

4.7 Thus, the Department is continuously making efforts to resolve these issues and find a solution for effecting early promotion to the grade of Assistant Commissioner.

Comments of the Committee

Please see Para No. 1.26 of Chapter I.

Recommendation (SI. No. 8, Para No. 2.38)

4.8 On a larger note the Committee observe that in general reservation in promotion policy is being followed in Government services. However, wherever objections were raised in the Court of Law, the decisions were kept pending. In total there is ambiguity on the issue and needs to be resolved through statutory means on an urgent basis. The Committee also note that to provide impediment-free reservation in promotion to the Scheduled Castes and the Scheduled Tribes and to bring certainty and clarity in the matter a step was taken in this direction with the introduction of the Constitution (One Hundred and Seventeenth) Amendment Bill, 2012. The Bill was introduced in the Rajya Sabha but lapsed in Lok Sabha. In order to safeguard the rights of the SCs/STs in services, the Committee strongly urge the Government to pass the Constitution Amendment Bill expeditiously.

Reply of the Government

4.9 The DoPT has informed that in order to provide impediment free reservation in promotion to SCs and STs, the Constitutional (One Hundred and Seventeenth Amendment) Bill was introduced in the Rajya Sabha by the Government in September, 2012. The Bill was passed by the Rajya Sabha on 17.12.2012 and transmitted to the Lok Sabha for consideration and passing. The Bill could not be considered in the 15th Lok Sabha and lapsed on its dissolution. The issues emanating from the Hon'ble Supreme Court's judgment dated 19.10.2006 in M. Nagraj case are under examination in DoPT.

Comments of the Committee

Please see Para No. 1.35 of Chapter I.

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT HAVE NOT BEEN RECEIVED.

- N I L -

New Delhi;

<u>16th March, 2018</u> Phalguna,1939 (Saka) (Dr. KIRIT PREMJIBHAI SOLANKI) Chairperson Committee on the Welfare of Scheduled Castes and Scheduled Tribes

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48. D/o Land Resources	31 4 1 1 25	3 4 1 3	15 1 1 0	0 0	82 16 3 5	58
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51. NITI Aayog	216 32 9 8 167	0 0 0 0	0 375 98 1	16 29 .232	790 150 37 56	547
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52. President's Secretariat	102 15 4 10 73	61 47 7 27	80 0 0	0 0 0	293 65 12 37	. 179
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55. M/o Tourism	89 21 7 7 54	153 40 14 23	79 58 22	5 10 21	363 95 28 46	194
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COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES

(2017-2018)

(SIXTEENTH LOK SABHA)

SEVENTEENTH SITTING

(14.03.2018)

MINUTES

The Committee sat from 1500 hrs. to 1645 hrs. in the Committee Room C, Ground Floor, Parliament House Annexe, New Delhi

PRESENT

Dr. Kirit P. Solanki - Chairperson

MEMBERS - LOK SABHA

- 2. Shri Kanti Lal Bhuria
- 3. Shri P.K. Biju
- 4. Dr. (Smt.) Heena Vijaykumar Gavit
- 5. Smt. Pratima Mondal
- 6. Shri Ram Charitra Nishad
- 7. Shri Ravindra Babu Pandula
- 8. Shri Vishnu Dayal Ram
- 9. Shri Krupal Balaji Tumane
- 10. Shri Vikram Usendi
- 11. Shri Bhanu Pratap Singh Verma
- 12. Dr. Bhagirath Prasad

MEMBERS - RAJYA SABHA

- 13. Shri Shamsher Singh Dullo
- 14. Shri D. Raja
- 15. Smt. Wansuk Syiem
- 16. Shri Ramkumar Verma

SECRETARIAT

- 1. Shri N.C. Gupta, Joint Secretary
- 2. Shri D. R. Shekhar, Director
- 3. Shri V.K. Shailon, Deputy Secretary
- 4. Shri Mukesh Kumar, Under Secretary

WITNESSES

XXXXX XXXXX XXXXXX

At the outset, the Chairperson welcomed the Members of the Committee. The Committee then considered the following draft reports:

- (i) Action taken by the Government on the recommendations contained in the Seventh Report (Sixteenth Lok Sabha) of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes on the subject "Reservation for and employment of Scheduled Castes and Scheduled Tribes in Central Board of Excise and Customs".
- (ii) Action taken by the Government on the recommendations contained in the Tenth Report (Sixteenth Lok Sabha) of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes on the subject "Status of implementation of reservation policy in those companies who have 50% Government and 50% private equity like PETRONET LNG Limited".
- (iii) Action taken by the Government on the recommendations contained in the Eleventh Report (Sixteenth Lok Sabha) of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes on the subject "Reservation for and employment of Scheduled Castes and Scheduled Tribes in Bharat Sanchar Nigam Limited (BSNL)".

2. After due consideration, the Committee adopted the above mentioned reports without any modification. The Committee also authorized the Chairperson to present these reports to both the Houses of Parliament in the current session of the Parliament.

3.	XXXXX	XXXXX	XXXXXX
4.	xxxxx	xxxxx	xxxxxx

5. The sitting of the Committee then adjourned.

APPENDIX II

(Vide Para 4 of Introduction)

ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE SEVENTH REPORT (SIXTEENTH LOK SABHA) OF THE COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES.

- 2. Recommendations/observations which have been accepted by the Government (*vide* Recommendations at SI.Nos. 3 & 4)

Total: 02

Percentage: 25.00%

3. Recommendations/Observations which the Committee do not desire to pursue in view of the replies of the Government

(*vide* Recommendations at SI. Nos. 1,2,6 & 7)

Total: 04 Percentage: 50.00%

4. Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration (*vide* Recommendations at SI. Nos. 5 & 8)

Total: 02

Percentage: 25.00 %

5. Recommendations/Observations in respect of which final replies of the Government have not been received (*Nil*)

Total: 00

Percentage: 0%