

**ESTIMATES COMMITTEE**  
**(1965-66)**

**NINETY-THIRD REPORT**  
**(THIRD LOK SABHA)**

**MINISTRY OF HOME AFFAIRS**  
**PUBLIC SERVICES**



**LOK SABHA SECRETARIAT**  
**NEW DELHI**

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# ESTIMATES COMMITTEE

(1965-66)

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## INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Ninety-third Report on the Ministry of Home Affairs—Public Services.

2. The Committee took evidence of the representatives of the Ministry of Home Affairs on the 9th, 10th and 11th December, 1964. The Committee wish to express their thanks to the Home Secretary and other officers of the Ministry of Home Affairs for placing before them the material and information they desired in connection with the examination of the estimates.

3. The Report was considered and adopted by the Committee on the 5th, 7th and 11th April, 1966.

4. A statement showing analysis of recommendations contained in the Report is also appended to the Report (Appendix XIII).

NEW DELHI-1;

April 19, 1966.

Chaitra 29, 1888 (S).

ARUN CHANDRA GUHA,

*Chairman,*

*Estimates Committee.*

## I. INTRODUCTORY

### *Services in Ancient Hindu India*

According to Manu "Even an undertaking easy (in itself) is (sometimes) hard to be accomplished by a single man; how much (harder is it for a King), especially (if he has) no assistant (to govern) a kingdom which yields great revenues." "Government" says Kautilya, "can be carried on only with the assistance of others. A single wheel does not move (the car of administration)".<sup>1</sup>

In the Vedic times, the affairs of the Kingdom were carried on by the king with the 'approval and cooperation' of a body of high functionaries or the Council of Ministers.<sup>2</sup> These functionaries or ministers existed before the king assumed the throne.<sup>3</sup> The Vedic Scriptures refer to them as 'king-makers'.<sup>4</sup> The high esteem in which these functionaries were held is shown by the fact that, as a part of the coronation ceremony, the king-elect had to make offerings to these functionaries.<sup>5</sup> Thus, the Ministers in ancient India can be likened to the top brass of the public services of modern times. Though the idea of political ministers as distinct from a permanent public service had not yet taken root and the ministers were directly responsible for the due performance of their duties to the king, they had also a sort of indirect responsibility to the people<sup>6</sup> and their tenure depended, to a considerable extent, on the goodwill and confidence of the representative institutions of the time.<sup>7</sup> Although every Minister occupied a responsible position, it was the Prime Minister who was mainly responsible for the good government of the country.<sup>8</sup> Each Minister managed the affairs of his own department and was individually responsible for it.<sup>9</sup> The numerical strength of the Ministry and the official designations of the Ministers varied from time to time.<sup>10</sup> The Ministers were periodically transferred from one portfolio to

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<sup>1</sup>Banerjea P., *Public Admn. in Ancient India*, p. 106.

<sup>2</sup>Jayaswal K. P., *Hindu Polity*, pp 287.

<sup>3</sup>*Ibid*, pp. 205.

<sup>4</sup>*Ibid*, p. 20.

<sup>5</sup>*Ibid*, p. 200.

<sup>6</sup>Banerjea P., *Public Admn. in Ancient India*, p. 115.

<sup>7</sup>Jayaswal K. P., *Hindu Polity*, p. 260.

<sup>8</sup>Banerjea P., *Public Admn. in Ancient India*, p. 117.

<sup>9</sup>*Ibid*, pp. 114-115.

<sup>10</sup>Jayaswal K. P., *Hindu Polity*, pp 292, 296.

another. The whole Council of Ministers went out of office every three or five years.<sup>11</sup> The duty of a Minister is summed up in *Sukranitisara* in these terms:

“If the State, the People, the Army, the Exchequer, and lastly Proper Monarchy do not grow, or the Enemy is not broken through the policy of the Ministers, the Ministers do not justify their existence.”<sup>12</sup>

2. In the early Vedic age, the foremost duty of the king was the protection of the tribe and the tribal territory. The king was assisted by a number of functionaries of whom the most important was the *Purohita* or Chaplain. Another important official was the *Senani* or the leader of the army. The head of the village, for military as well as civil purposes, was known as *Gramani*. Forts or strongholds were under the *Purpati*. *Dutas* or messengers were also employed.<sup>13</sup>

The amalgamation of tribes and increase in the size of kingdoms in the later Vedic age, coupled with the successful leadership of the kings in war, inevitably led to a growth in the royal power.<sup>14</sup> With the growth of royal power came an elaboration of the machinery of administration. The chief functionaries of the kingdom in this period were, besides the older ecclesiastical and military officials like the *Purohita*, *Senani* and *Gramani*, the treasurer, the collector of taxes, the royal herald, bard or charioteer, the chamberlain, the superintendent of gambling, the king's companion in chase, and the courier. The reference to the *Samgrahitri* and the *Bhagadugha*, coupled with the mention of regular contributions from the people in the shape of *bali* and *Sulka*, point to the important developments in the system of taxation and revenue administration. The beginnings of a regular system of provincial government may be traced to this period in the references to the *Sthapati* and the *Satapati*: the former being charged with the duty of administering outlying areas often inhabited by aboriginal tribes, while the latter looked after a group of a hundred villages and was the precursor of a long chain of rural officials. On the lowest rung of the ladder stood the village officials (*Adhikrita*) appointed by the king himself. The king had a very large part in the administration of justice, but power was sometimes delegated to *Adhyakshas* or overseers. Certain cases were referred to the tribe for adjudication.<sup>15</sup>

<sup>11</sup>Jayaswal K. P., *Hindu Polity*, pp 318-319.

<sup>12</sup>*Ibid*, p. 306.

<sup>13</sup>Majumdar and others. *An Advanced History of India*, pp. 29-30.

<sup>14</sup>*Ibid*, p. 43.

<sup>15</sup>*Ibid*, pp. 44-45



The Magadha epoch gave rise to a class of higher officials styled as *Mahamatras*. They were charged with the duties of a varied character. They looked after general affairs, administration of justice, management of the army, or the work of cadastral survey or measurement of the king's share of the produce.<sup>16</sup>

During the Maurya era, there were bodies of trained officials (*nikaya*) who looked after the affairs of the realm. Greek writers visiting India refer to three important classes of officers, styled as district officials (*Agronomoi*), city commissioners (*Astynomoi*) and a third body who had the care of military affairs. Another important class of officials mentioned in the literature are the *Adhyakshas* or superintendents in charge of the various departments of the State.<sup>17</sup>

In the Gupta period, one class of officials had a special designation of *Kumaramatya*. They figure as ministers for peace and war, generals, councillors, feudatories and district officers. Some of them were directly under the sovereign; others were attached to princes placed under provincial governors.<sup>18</sup> Kingdoms were divided for administrative purposes into units styled as *Bhukti*, *Desa*, *Rashtra* and *Mandala*. *Bhukti* was the term commonly used in the north and usually meant a province or administrative division under an officer styled *Uparika*. It was subdivided into *Vishyas* or *Mandalas*, each under the charge of *Vishayapati* who was, sometimes, assisted by the guild-president, the chief scribe and other leading men of the locality. In the south, the largest administrative division was the *Mandala* which was subdivided into *Valanadus* or into *Nadus* and *Kottams*. The lowest administrative units were the *Kurram* (Union of villages) and *grama* (village), each under its own headman, assisted by the local assembly. The work of the self-governing bodies was supervised by royal officers. (*Adhikarin*). Cities and towns had special officers styled *Nagarapati*.<sup>19</sup>

The officers were usually appointed in view of their general qualifications as well as their fitness for the particular kinds of work they were expected to perform. They were first appointed on probation, and after they had gone through a period of apprenticeship, they were made permanent. Once in the service, the officers rose step by step as they showed competency in their work, until the ablest and most devoted among them reached the highest

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<sup>16</sup>Majumdar and others, *An Advanced History of India*, p. 72.

<sup>17</sup>*Ibid*, p. 127.

<sup>18</sup>*Ibid*, p. 193.

<sup>19</sup>*Ibid*, p. 195.

rungs of the ladder.<sup>20</sup> The officers of government were remunerated on a liberal scale, so that, being above want and temptation, they might exert themselves in the performance of their duties.<sup>21</sup>

The salaries were paid either in cash or in kind, or partly in cash and partly in kind. Sometimes grants of lands were made as a reward for the services. After a long period of service, officers became entitled to pensions, and if they died while in the service of the State, the members of their families received subsistence allowances.<sup>22</sup>

### *Services under the Mughuls*

3. The Mughul Emperors had absolute powers. Yet they appointed a number of officers in the different departments of the Government for the transaction of their multitudinous affairs. The chief departments of the State were:

- (a) Imperial Household under the *Khan-i-Saman*.
- (b) Exchequer under the *Diwan*.
- (c) Military Pay & Accounts Office under the *Mir Bakshi*.
- (d) Judiciary under the Chief *Qazi*.
- (e) Religious Endowments and Charities under the *Chief Sadr* or *Sadr-us-Sudur*.
- (f) Censorship of Public Morals under the *Muhtasib*.

Besides, there were other officers, somewhat inferior in status. The *Diwan* or *Wazir* was usually the highest officer in the State, being in sole charge of revenues and finance.<sup>23</sup> The Empire was divided into a number of provinces. The administrative agency in the provinces was an exact miniature of the Central Government, headed by the Governor variously styled as *Sipah Salar*, *Sahib Subah*, *Subahdar*, and the *Nazim*. The Governor was the head of the civil as well as the military administration. He had a staff of subordinate officers under him, the chief office being that of *Diwan*. Each was enjoined "to keep a strict watch over the other" so that none of them could grow over-powerful.<sup>24</sup> As regards the police adminis-

<sup>20</sup>Banerjea P., *Public Admn. in Ancient India*, p. 128.

<sup>21</sup>*Ibid*, p. 129.

<sup>22</sup>*Ibid*, p. 130.

<sup>23</sup>Majumdar and others, *An Advanced History of India*, Second Edition, pp. 557-58.

<sup>24</sup>*Ibid*, p. 563.

tration, in the cities and towns, all police duties, including the task of maintaining public order and decency, were entrusted to the *Kotwals*. In the districts or *sarkars*, law and order was maintained usually by officers like the *Faujdars*.<sup>25</sup> The Emperor himself was the fountain of justice and the final court of appeal and, sometimes, a court of first instance too. There was a system of urban and provincial courts. The *Chief Qazi* was the principal judicial officer in the realm. He appointed *Qazi* in every provincial capital. The *Qazi* made investigations into, and tried, civil as well as criminal cases; the *Muftis* expounded Muslim Law; and the *Mir Adls* drew up and pronounced judgments. There were no primary courts below those of the *Qazis* and the villagers and the inhabitants of smaller towns, having no *Qazis* over them, settled their differences locally "by appeal to the panchayats or the arbitration of an impartial umpire (*salis*).<sup>26</sup>

4. For purposes of administration and revenue collection, the country was divided into *Subahs*, which again were subdivided into *sarkars*, each of which in turn comprised a number of *paraganas*. Each *paragana* was a union of several villages. The *amalguzar* or revenue collector in charge of a district was assisted by a large subordinate staff. There were measurers and *karkuns*, who prepared the seasonal crop statistics; the *Qanungo*, who kept records of the revenue payable by the villages; the *Bitikchi* or accountant; and the *Potdar* or district treasurer.<sup>27</sup>

Every officer of the State held a *mansab* or official appointment of rank and profit, and as such, was bound theoretically to supply a number of troops for the military service of the State. The *mansabdars* were classified into a number of grades according to the number of armed men required to be maintained and supplied by them. They were directly recruited, promoted, suspended or dismissed by the Emperor. Each grade carried a definite rate of pay, out of which its holder was expected to maintain a quota of forces. The State Service was not specialised, and an officer could be entrusted at any moment with an entirely new duty. The officers received their salaries either in cash or through the grant of jagirs.<sup>28</sup>

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<sup>25</sup>Majumdar and others, *An Advanced History of India*, Second Edition, p. 558.

<sup>26</sup>*Ibid*, pp. 559-60.

<sup>27</sup>*Ibid*, p. 562.

<sup>28</sup>*Ibid*, p. 558.

### **Services during the British Rule**

5. The term 'civil service' was first used by the East India Company as a name for its establishment of non-military or 'civilian' employees in India, to distinguish it from its military, maritime and ecclesiastical establishments. These civilian employees were originally traders, but when the Company began to acquire territories, it was gradually transformed from a commercial corporation into a government, and its 'civil servants' from traders into administrators. Thus, the term 'civil service' acquired its present restricted meaning of the non-combatant branches of the administrative service of the State.<sup>29</sup>

The Charter Act of 1793 required that all positions in the Company's Civil Service, with a salary of more than £500 per annum, should be filled by its covenanted servants, so called because they had to execute covenants with the Company until 1858, and thereafter with the Secretary of State.<sup>30</sup> Nominations to this service were made by the Directors of the Company or the Board of Control until 1853, when the right was withdrawn by an Act of the British Parliament and the appointments were thrown open to competition in England. The first examination was held in 1855 and all natural born subjects of the British Government, whether Indians or Europeans, were eligible to compete.<sup>31</sup> The Service was so designed as to attract young British university graduates. But some Indians from the upper social strata, who proceeded overseas for higher studies also attempted the examination and those who qualified were admitted to the Service.<sup>32</sup> However, it was not until 1864 when one Indian (Shri Satyendra Nath Tagore) became a member of the Indian Civil Service. Three more (Sarvashri Surendra Nath Banerjee, Ramesh Chandra Dutt and Behari Lal Gupta) joined him in 1871.<sup>33</sup>

6. The Indian Civil Service Act, 1861 scheduled certain important offices at the Centre as well as in the Provinces to be manned by members of the Indian Civil Service. The Government of India Act of 1870, however, for the first time, made it possible to appoint Indians who were not in the Covenanted Service to the scheduled posts. Regulations under this Act were made in 1879 leading to the constitution of a 'Statutory Civil Service'<sup>34</sup> to which, in all, 69 Indians were nominated until 1886 when the scheme was abandoned.<sup>35</sup>

<sup>29</sup>Blunt E., *The I.C.S.*, p. 1.

<sup>30</sup>Gledhill Alan, *Republic of India*, p. 53.

<sup>31</sup>IIPA, *The Organisation of the Government of India*, p. 357.

<sup>32</sup>Asok Chanda, *Indian Admn.*, p. 96.

<sup>33</sup>Blunt E., *The I.C.S.*, p. 50; O' Malley L.S.S., *The Indian Civil Service*, pp. 209 10.

<sup>34</sup>IIPA, *The Org. of the Govt. of India*, p. 357.

<sup>35</sup>Gledhill Alan, *The Republic of India*, p. 54.

The statutory provisions and administrative arrangements evolved from time to time invested the Indian Civil Service with enormous prestige and gave it significant authority and power in the Government of the country. It was responsible not merely for manning the Central and Provincial Government Departments but also for administering directly the districts which are the primary units of administration.<sup>36</sup> This earned for it the title of 'steel frame' of the British Government in India.

7. As the administrative responsibilities of the Government of India grew to embrace social, economic and educational activities towards the close of the 19th century, a number of other "all-India" Services were constituted.<sup>37</sup> The Indian Police was the first of such services to be formed as a distinct entity to relieve the Civil Service of its direct responsibility for the maintenance of law and order. The superior officers of the police, from inspector-general to assistant superintendent, were recruited from the Army until 1892, after which they were recruited by examination in England and by nomination or examination in India.<sup>38</sup> Constitution of other "all-India" Services such as the Indian Agricultural Service, the Indian Forest Service, the Indian Service of Engineers, the Indian Educational Service etc., as complementary to the Indian Civil Service and the Indian Police, followed. In addition to these "all-India" Services, a number of other superior services such as the Imperial Customs, Indian Audit, Indian Political, Income-Tax, etc., were also constituted for administering purely central subjects.<sup>39</sup>

8. Public agitation to secure better representation of, and methods of entry more favourable to, Indians in the public services, led to the appointment of a Public Service Commission (Aitchison Commission) in 1886. As a result of the Commission's recommendations, the Covenanted Service became the Indian Civil Service,<sup>40</sup> the Statutory Civil Service was abolished and in 1892, provincial and subordinate civil services were established by sub-division of the existing uncovenanted service. To the subordinate civil service were allotted the lower uncovenanted posts of *tahsildar* in the executive and of *munsif* in the judicial branch. To the provincial civil service were given the higher uncovenanted posts of deputy collector and subordinate judge; and also one-sixth of the executive and judicial posts reserved for the I.C.S.<sup>41</sup>

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<sup>36</sup>Asok Chanda, *Indian Admn.*, p. 95.

<sup>37</sup>*Ibid.*, p. 95.

<sup>38</sup>Gledhill Alan, *The Republic of India*, p. 54.

<sup>39</sup>Asok Chanda, *Indian Admn.*, pp. 95, 97.

<sup>40</sup>Gledhill Alan, *The Republic of India*, p. 55.

<sup>41</sup>Blunt E., *The I.C.S.*, p. 51.

9. The agitation for Indianisation of the services however continued, compelling the Government to set up a Royal Commission on Public Services (Islington Commission) in 1912. The Commission *inter alia* recommended that 25 per cent of the superior posts in the Indian Civil Service and the Indian Provincial Service should be recruited for in India.

The Montagu-Chelmsford Report on Indian Constitutional Reforms (1918), however, suggested that 33 per cent of the superior posts in these two services should be recruited for in India and the percentage should be increased by half per cent annually. Orders regarding the Indianisation of the services, as recommended by the Islington Commission, were passed in the years 1919 and 1920 in the light of the suggestions contained in the Montagu-Chelmsford Report.<sup>42</sup> Simultaneous examinations in Britain and India were introduced in 1922.<sup>43</sup>

10. With the passing of the Government of India Act, 1919, the pressure for accelerating the Indianisation of the services increased. Another Royal Commission on the Superior Civil Service in India (Lee Commission) was then appointed in 1923.

Following the report of the Lee Commission, one-fifth of the vacancies in the Indian Civil Service were filled by promotion from the Provincial Services; one-half of the remaining vacancies were filled by Indians, and provision was made for the progressive Indianisation of other Imperial Services. Consequent on the devolution of powers in certain matters to the Provincial Governments under the Government of India Act, 1919, recruitment to Imperial Services concerned with some of the transferred subjects ceased after 1924; in particular, the Imperial Educational, Agricultural, Veterinary and Engineering (Roads and Buildings) Services were closed, and new Provincial Services were created instead.

Reforms recommended by the Lee Commission in 1923 also included the establishment of a Public Service Commission. The Public Service Commission was established in 1926 and made responsible *inter alia* for recruitment to the All India Services as the agent of the Secretary of State for India, in so far as it was carried out in India, and for recruitment to the Central Services as the agent of the Secretary of State for India, the Government of India or the local government, as the case may be. It was named as Federal Public Service Commission when the Government of India Act, 1935 came into force.<sup>44</sup>

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<sup>42</sup>IIPA, The Org. of the Govt. of India, pp. 358-59.

<sup>43</sup>Blunt E. The I.C.S., p. 52.

<sup>44</sup>IIPA, The Organisation of the Govt of India, pp. 359-61.

11. Progressive transfer of responsibilities in regard to administration of certain subjects to the Government of India and the Provincial Government was accompanied by a gradual process of relinquishing of control by the Secretary of State over the Services and on the transfer of power in 1947 only two residuary all-India Services, namely, the Indian Civil Service and the Indian Police (later succeeded by Indian Administrative Service and the Indian Police Service, respectively) remained.<sup>45</sup>

### *Services after Independence*

12. After Independence, the Services continued to be broadly classified into All India Services, the Central Services and State Services. Provisions regarding recruitment and conditions of service, tenure of office and imposition of major punishments such as dismissal, removal or reduction in rank, of persons serving Government find place in Articles 308-311 of the Constitution. Under Article 313, all laws applicable to public services of the Union of a State immediately before the commencement of the Constitution are to remain in force until provision is made in this behalf under the Constitution. Provision has also been made in Article 314 protecting the conditions of service as respects remuneration, leave, pension as also rights as respects disciplinary matters, of persons appointed by the Secretary of State or Secretary of State in Council to a civil service of the Crown in India.

Article 312 of the Constitution provides that if the Rajya Sabha, by a resolution supported by not less than two-thirds of its members present and voting, declares it necessary or expedient in the national interest, Parliament may create All India Services common to the Union and the States, and regulate their recruitment and conditions of service. The Indian Administrative Service and the Indian Police Service, in existence at the commencement of the Constitution, are, under clause (2) of Article 312, deemed to have been created in exercise of this power. In pursuance of a Resolution adopted by Rajya Sabha, All India Services (Amendment) Act, 1963 was passed creating three new All India Services namely, the Indian Service of Engineers, the Indian Forest Service and the Indian Medical and Health Service. Resolution for the creation of two more Services—the Indian Agricultural Service and the Indian Educational Service—has been adopted by the Rajya Sabha on the 30th March, 1965. Parliament has enacted the All India Services Act, 1951, which empowers the Union, after consultation with the States, to

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<sup>45</sup>Asok Chanda, *Indian Admn.*, pp. 98-99.

make rules regarding recruitment and conditions of service of persons appointed to an All India Service, which have to be laid before Parliament and are subject to amendment by it. Rules have been framed by the Union Government in exercise of this power. A number of new Central Services have also been created in the post Independence era to administer the extended responsibilities of the Government. The number of these new Central Services has reached the figure of 35 for Class I alone. Some of the constitutional provisions relating to Services have been considered in subsequent paragraphs (e.g. paras 25, 39 etc.) of this Report.

**The Committee welcome the recent trend in creating new All India Services common to the Union and the States to administer subjects requiring unified direction. They hope that this trend would continue and the cooperation of the States in this regard would be forthcoming in larger measure.**



## II. ADMINISTRATION OF PUBLIC SERVICES

### A. Regulation of Matters of General Applicability

#### *General Functions*

13. In relation to the administration of Public Services, the Ministry of Home Affairs are responsible for 'regulating all matters of general applicability to all services in order to maintain a common standard of recruitment, discipline, conditions of service etc.' It has been stated that general questions pertaining to services under the control of the Ministry of Railways and the Department of Atomic Energy, except those which are likely to have repercussions on other services, do not come within the purview of the Ministry of Home Affairs.

As regards All India Services which are organised and maintained jointly on behalf of the Central and the State Governments, the Ministry are responsible not only for matters of a general nature but also for their detailed application to individual cases.

While the day to day administration of the various Central Services meant for manning the various posts under the different Ministries and offices of the Government of India rests with the Ministries concerned, the Ministry of Home Affairs are directly responsible for administration and overall control of the Indian Economic Service, the Indian Statistical Service, the Industrial Management Pool and the Central Secretariat Services. The Ministry are also responsible for the administration of services in the Union Territories.

The functions of the Ministry also cover the following aspects of administration of Public Services:

- (i) Keeping watch over the effective implementation of the reservations in favour of Scheduled Castes and Scheduled Tribes in various services;
- (ii) Special facilities for the absorption of certain categories of displaced or retrenched employees and also persons who take up service with the Armed Forces during the National Emergency;

- (iii) Setting up of a Machinery for Joint Consultation and Compulsory Arbitration of unresolved differences between Government and its employees with a view to promoting harmonious relations and securing the greatest measure of cooperation in matters of common interest.

## B. Exclusion of Certain Services

### (i) RAILWAYS

#### *Service Conditions of Railway Employees*

14. As regards the reasons for excluding from the Ministry of Home Affairs, services under the control of the Ministry of Railways, the Committee have been informed that the Ministry of Railways have full rule-making powers on all matters relating to railway servants, partly due to historical reasons and partly because they are a commercial department. The Ministry of Railways are, however, required to consult the Ministry of Home Affairs\* on important matters which are likely to have repercussions on other services, so as to ensure the maximum possible uniformity in the general approach and principles, and 'to avoid embarrassment to the Ministry of Home Affairs in dealing with the generality of the civil services'.

The Ministry of Home Affairs have furnished a note to the Committee, detailing important differences in the rules governing railway employees as compared to those applicable to civil services, which is reproduced in Appendix I.

The Committee find from this note that in the matter of recruitment to class III services in the Railways, there is a separate Railway Service Commission, which is not found to be the case for recruitment to other class III civil services. In the matter of discipline, the Railways follow the general pattern of the Central Civil Services (Classification, Control and Appeal) Rules, 1957, with a few differences. In the Railways, powers to place an official under suspension and impose penalties on him, have been delegated to non-gazetted officers in the scale of pay of Rs. 250-380, as the staff are scattered all over the country in far-flung areas. The list of penalties includes "fines" and "stoppage of passes and/or P.T.Os." which do not obtain on the civil side. The rules do not provide for a "presenting officer" to present the department's case in a disciplinary proceeding. Moreover, arising out of certain commitments to

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\*Vide O.M. No. 60/200/50. Estts. dated September 18, 1951.

the Labour Federation in the Railways, special provisions have been made in the Railway Discipline and Appeal Rules, which do not exist on the civil side, such as the presentation of a case with the assistance of an official of a Railway Trade Union (who may not be a Railway servant), grant of personal hearing to appellant which is mandatory. etc.

In regard to Conduct Rules, rule 14 of the Railway Service (Conduct) Rules, 1956, regarding insolvency and habitual indebtedness contains more detailed instructions than the corresponding rule on the civil side.

While the Central Civil Services (Conduct) Rules, 1955 on the civil side have been replaced by the Conduct Rules of 1964 in pursuance of the recommendations of the Santhanam Committee, corresponding changes in the Railway Service (Conduct) Rules are still under consideration. It is, however, stated to have been decided that in the rules relating to integrity, the Railway Service Conduct Rules will not make any deviations from the corresponding rules of the Central Civil Services (Conduct) Rules, 1964, without the express consent of the Ministry of Home Affairs.

The conditions of service of temporary Government servants on the civil side are regulated by the Central Civil Services (Temporary Service) Rules, 1949, which provide for the grants of quasi-permanent status to temporary government servants so that they may enjoy benefits akin to those admissible to permanent government servants, in leave, allowances, disciplinary matters, etc., even if they are not made permanent but it is stated that there are no corresponding rules on the Railway side.

During the course of evidence before the Committee, the representative of the Ministry has stated as follows:

“If I felt that the Railways were doing something which from the point of view of proper management of the public services was something undesirable, I would advise the Home Minister to take the matter to the Cabinet. That is to say, the independence of the Railways is certainly there but there is the over-riding authority of the Cabinet and in certain matters the Home Minister will take the matter to the Cabinet.”

**The Committee are happy to note that there has been full co-ordination and cooperation between the Ministries of Home Affairs and Railways on all important service matters. In their opinion,**

the service conditions in the Railways, the largest and the oldest national undertaking, may well be taken as a model for other large commercial and industrial public undertakings except in dealing with disciplinary cases. It is open to question whether the complexities of disciplinary procedure\* in the Railways are quite suited to the requirements of a public undertaking where prompt action in proven cases of indiscipline is the *sine qua non* of effective management.

The Committee hope that the Ministry of Railways would expedite the finalisation of the Railway Service (Conduct) Rules, 1956 in pursuance of the recommendation of the Committee on Prevention of Corruption (Santhanam Committee).

## (ii) DEPARTMENT OF ATOMIC ENERGY

### *Service Conditions of Scientific and Technical Personnel*

15. As regards the Department of Atomic Energy, the Committee are informed that the Central Civil Services (Conduct) Rules, Central Civil Services (Classification, Control and Appeal) Rules, 1957 and Fundamental Rules, are applicable to the services under the control of that Department. In matters relating to recruitment, as per the Union Public Service Commission (Exemption from Consultation) Regulations, 1958, consultation with the Union Public Service Commission is not necessary in respect of all technical and administrative posts in or under the Atomic Energy Commission; and the Department follows its own independent recruitment policy. The method of recruitment to various administrative posts by the Atomic Energy Commission is the same as prevailing for recruitment to such posts in Government, viz., direct recruits are recruited through Employment Exchanges and some posts are filled by promotion and some by taking officers on deputation from All India Services and other established services. Direct recruitment to scientific and technical posts is made by inviting applications through advertisement on all-India basis. The applications are scrutinised by a Screening Committee and the candidates selected for interview are interviewed by Selection Committees constituted by the Director, Atomic Energy Establishment, Trombay. The Selection Committees are composed largely of scientists, who have specialised in the subject in which the selection has

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\*The Committee on the Prevention of Corruption (Santhanam Committee) has commented thus on the complexities of the disciplinary procedure in India.

"It is (therefore) not surprising that a disciplinary case drags on for years and that, in some cases, the orders passed are declared void as being violative of article 311 resulting in payment of arrears of large sums and the public services being saddled with men of doubtful integrity." (p.35)

to be made with the addition of a number of scientists in other subjects. Generally, there is one non-scientist officer on the Selection Committee whose function is mainly to participate in assessing the personality and general qualifications of the candidates and to hold a watching brief. As a rule, the recommendations of the Selection Committees are accepted by the Atomic Energy Commission unless there are strong and definite reasons for not accepting them.

During the course of evidence before the Committee, the representative of the Ministry has stated that demands have been made by other research institutions to terminate the arrangement of making recruitment to Class I posts through the Union Public Service Commission, but 'those attempts had not succeeded'. It is added that the Ministry have made a very close analysis of delays occurring in the recruitment of scientists and have found that there is as much delay in the administrative Ministry as there is in the Union Public Service Commission. In the last two years, however, there has been great improvement in the recruitment by the Commission and the Chairman, U.P.S.C. is keeping continuous watch over progress made in the recruitment of scientists. Furthermore, persons with technical qualifications are being inducted into the Union Public Service Commission as Members as and when a vacancy occurs. The Commission is also associating engineers and scientists at the time of holding interviews of technical personnel.

The Committee are informed that the Council of Scientific and Industrial Research and its Laboratories and Institutes are already outside the purview of the Union Public Service Commission. A decision has been taken by Government recently "to reorganise the Indian Council of Agricultural Research by bringing under it the various research institutions at present under the control of the Ministry of Food and Agriculture and to make it a functional, technically competent and comprehensive autonomous organisation like the Council of Scientific and Industrial Research." It is stated that "as all the posts under the reorganised Indian Council of Agricultural Research will be posts in a society registered under the Registration of Societies Act, 1860, they will *ipso facto* be outside the purview of the Union Public Service Commission." Asked whether any other Government organisation is proposed to be taken out of the purview of the Union Public Service Commission, the Ministry have stated that 'at present' no such proposal is under consideration.

The Committee would like to refer in this connection to the procedure followed by the Civil Service Commission in U.K. who

have a Scientific and Engineering Directorate under the control of the Scientific and Engineering Adviser who is assisted by two Deputy Chief Scientific Officers responsible for the Scientific and Engineering sides respectively, who assist the Commissioners in interviewing candidates for the Scientific Officer Class and some other professional classes.

The Committee would also like to refer in this connection to the recommendations made in para 82 of their 75th Report (1965) on Indian Council of Agricultural Research wherein they had suggested that Government might consider the desirability of having a panel of specialists for various disciplines who might be given greater latitude and initiative in association with the U.P.S.C. in the matter of selection of scientific personnel.

**The Committee feel that as the manning of posts in scientific and research institutions is a matter of crucial importance in the context of development plans for the country, a high powered committee consisting of representatives of the Union Public Service Commission, Ministries of Home Affairs, Finance and Education and the leading research institutions such as Atomic Energy Commission, C.S.I.R., I.C.A.R., etc. may be constituted to go in detail into the question of recruitment of scientific personnel so that the most promising talent is inducted into these institutions through a system of objective assessment. The Committee consider that it should not be difficult to bring about a modicum of uniformity in the procedure for recruitment to research institutions through the expertise of the U.P.S.C.**

### **C. Need for Centralised Public Personnel Agency**

#### *Management of Public Services*

16. The complexity of modern social and economic institutions and the ever increasing responsibility of the State towards the people, particularly the under-privileged, have resulted in tremendous expansion in the number of civil servants, making it all the more imperative to have a professional and well-trained body of officials. The problem, therefore, is first to select the right type of persons, who shall be not only efficient but also honest and who can be trusted not to abuse their position and who would be strictly impartial, having no personal or political bias of their own, and ready to carry out faithfully the policy formulated by the Government in power; secondly, to keep them under proper discipline so that they maintain the proper relationship with their employer, viz. the State and behave properly with the public whom they are

to serve; and thirdly, to ensure that for breaches of the rules of conduct and discipline, they can be expeditiously brought under proper departmental action, and for breaches of law, they can be effectively brought before the courts of law. In this context, an inquiry into the management of Public Services in other countries vis-a-vis that in India becomes relevant.

### *Control over Civil Service in Britain*

17. In Britain, control over the Civil Service is centralised in the Treasury and is exercised through its "Pay and Management side" which is headed by one of the two Joint Permanent Secretaries, the other being the head of its "Finance and Economic side". The "Pay and Management side" of the Treasury is comprised of two groups namely, (i) the Management Group, the functions of which embrace such personnel matters in relation to the Civil Service as recruitment, training, promotion, organisation of the Whitehall etc. and (ii) Pay Group, which is concerned with wages and salaries in the public services. The Permanent Joint Secretary heading the "Pay and Management side" of the Treasury is also the head of the Civil Service. He reports directly to the Prime Minister on major questions of Civil Service policy and promotion, and advises him on the appointment or removal of the chief officers of all Departments for which the consent of the Prime Minister is necessary. Only in respect of one economic responsibility, namely, "incomes policy", which partly arises out of his responsibility for Civil Service pay, does he report to the Chancellor of the Exchequer.

### *Position in France*

18. The Civil Service in France was not unified before the Second World War. In many cases the real working unit was not even the department but the Corps. Some of these Corps had considerable prestige and were almost completely autonomous in their organisation and management. In order to achieve greater unity, one of the reforms modelled on British practice introduced shortly after the War was that a Civil Service Division was created in 1945 and placed directly under the Prime Minister. The laws of 1946 and 1959 both provided that the Prime Minister was to "supervise the implementation of the present law". According to Ridley and Blondel, "this did not mean simply that the Prime Minister was responsible in a general way for the implementation of the law, as he is for the implementation of all laws. The Prime Minister was made directly responsible for the management of the Civil Service in the same way that a departmental minister is responsible

for the administration of his department\*” The Civil Service Division is responsible for the general management of the Civil Service. The functions of the Civil Service Division as defined by the decree of 1959 are as follows:—

“to determine the rules of recruitment and supervise their application; to supervise the application of the civil service code; to consider the general principles of civil service remuneration.”

The Division is headed by its own Director General who is under the Secretary General. The Civil Service Division comes under the authority of the Minister of State for Administrative Reforms who derives his authority from the Prime Minister.

### *Multiplicity of Control Organs in India*

19. In India, the central control over the public services is shared between the Ministries of Home Affairs and Finance. The Committee have been informed that the responsibility of the Ministry of Home Affairs pertains to general conditions of service other than those which have a financial bearing while for laying down conditions of service involving financial implications, the ultimate responsibility rests with the Ministry of Finance.

The Ministry of Home Affairs is the administering and controlling authority for the Indian Administrative Service, Indian Police Service, Central Secretariat Services Class I and II, Indian Economic Service, Indian Statistical Service and for laying down all service conditions, with or without financial bearing, in regard to these services. Besides, the Home Ministry provides the necessary expertise in service matters and is consulted with a view to ensuring that similar guiding principles are followed for various other services in respect of general matters and service conditions. Asked to define the exact line of demarcation in the exercise of the joint responsibility by the Ministries of Home Affairs and Finance, the Committee have been informed that “the function of the Ministry of Finance is to consider the financial implications of these matters and that of the Home Ministry to take into account their effects on the efficient functioning of the services in general”.

**The Committee consider that the ever expanding role of the Government, in a welfare state with its natural concomitant of a large civil service, calls for effective personnel control through a single**

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\*Public Administration in France by F. Ridley and J. Blondel, pp 32-33.



agency. In the opinion of the Committee, the present position regarding the administration of public services involving dual control by the Ministry of Home Affairs from the point of view of 'effects on the efficient functioning of the services in general' and by the Ministry of Finance from the point of view of 'financial implications' is not conducive to their efficient management.

The Committee note that in Britain, the Permanent Head of the Civil Service reports directly to the Prime Minister "on major questions of civil service policy and promotion" and that in France, the general management of the civil service is the responsibility of a separate Civil Service Division, headed by a Director General, under the Secretary General who heads the core of the Prime Minister's office and is also the Secretary to the Council of Ministers.

The Committee recommend that a single agency should be entrusted with control over the services and made responsible for regulating the terms and conditions in respect of the services as a whole. The Committee are averse to the dual control of the Ministries of Home Affairs and Finance over matters relating to services and suggest that although Ministry of Finance may be broadly consulted so far as the financial implications of proposals are concerned, all proposals concerning the services should emanate from, and be finalised by, the agency controlling the services.

The Committee feel that it would be in the fitness of things if this centralised agency for personnel management of All India and other Central Services Class I, is placed under any other separate agency independent of any administrative ministry—preferably under the charge of the Cabinet Secretary.

As head of the services, the Cabinet Secretary should be made responsible for advising the Prime Minister in the matter of appointments of senior officers of the rank of Joint Secretary and above. This arrangement is expected to generate greater cohesion in the Services. This would also ensure that the Prime Minister would be fully in the picture in the matter of appointment of officers to key positions and that inter-Ministry preferences and prejudices would not be allowed to operate.

#### D. Role of Public Services

##### *Rights and Responsibilities of Public Services*

20. In a parliamentary system of government, the policy of the administration is determined and laid down by Ministers responsi-

ble to the legislature and is implemented and administered by the civil service.

Though, policies are, in principle, laid down by Ministers, the administrators exercise a great deal of influence in shaping them by means of the advice which it is one of their functions to tender. However, their advice is, for most of the time, concerned with *ad hoc* problems rather than with wider questions of general policy. Political pressures and the sovereignty of Parliament involving public accountability in regard to all major decisions and policies, tend to cause officials to be cautious and to take account of as many different aspects as possible before making a decision or giving an advice. According to Mr. Herbert Morrison, 'the relationship between the Minister and the civil servants should be that of colleagues working together in a team, cooperative partners seeking to advance the public interest and the efficiency of the Department. The partnership should be alive and virile, rival ideas and opinions should be fairly considered, and the relationship of all should be one of mutual respect on the understanding, of course, that the Minister's decision is final and must be loyally and helpfully carried out, and that he requires efficient and energetic service\*'. The Minister is responsible to Parliament, and through Parliament to the public for every act of the Executive. As regards the obligations of the ruling party towards the permanent services, the Committee can do no better than to quote from a speech\*\* delivered by the late Prime Minister, Shri Lal Bahadur Shastri during the course of discussion in the Lok Sabha relating to demands for grants of the Ministry of Home Affairs of which he was then the Minister in charge:

".....the services, if their morale has to be kept up, must be given full freedom to express their differing views. It is entirely for the Ministers to accept the views of the officers or not. If they are made to do things, then the morale of the services will go down and the administration will suffer and I personally think that ultimately, the people will also suffer."

**While the Committee endorse the forthright view expressed by the then Home Minister regarding the desirability of granting complete freedom to government officers to express their differing views, they would also like Government to act in the capacity of *loco parentis* to the public services and shield them against all unjustified attacks from whichever source they are launched. In the opinion of**

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\*'Government and Parliament', by Herbert Morrison, Chapter XIV, p. 318.  
Lok Sabha Debates, Volume XVI, dated 1.4.1963, column 726o.

**the Committee, nothing can weaken the morale of the public services more than a general feeling that, in a certain set of circumstances, they may be subjected to harassing enquiries with no prospect of any protection from any quarter, for whatever they might have done in good faith.**

**At the same time, the Committee are constrained to mention the general feeling among the people of lack of spirit of service expected of the members of the public services and also dilatory methods and tactics in their dealings with the public. The Committee feel that these lapses on the part of the public services very often compel the public to seek the intervention of legislators or public men of importance for the disposal of even matters of routine nature.**

**The Committee would like Government to bring home to the services that their first obligation is to render service to, and not merely to exercise authority over, the public. An improvement in the attitude and conduct of services towards the common man is necessary for enlisting peoples' active cooperation in the stupendous task of building the nation through developmental planning and its implementation, and this improvement in their attitude and conduct should be visible to the common man. The Committee hope that the services would realise the particular obligations of the welfare state undertaking planned development through democratic methods for which voluntary cooperation of the people is essential and which can be enlisted only through courteous behaviour of the public services at all levels.**

**The Committee, therefore, cannot too strongly stress the need for prompt and courteous service to the public which in turn, through courteous and helpful attitude, can be educated to act towards the services in a responsible, restrained and courteous manner. The Committee hope that Government would be ever watchful in ensuring that Government machinery as a whole and particularly such segments of it as come in direct contact with the public, are helpful in attitude and quick in disposal of cases and that deterrent and prompt action is taken against discourteous behaviour and dilatory tactics.**

### III. ALL INDIA SERVICES

#### A. General

##### *All India Services under the Constitution*

21. The Indian Administrative Service and Indian Police Service were initially created by an executive order issued by the Government of India, and are successor services to the Indian Civil Service and the Indian Police, respectively, of the pre-Independence period. The executive order relating to the constitution and conditions of service has found place in the Constitution of India in the shape of Article 312, authorising Parliament to legislate for the creation of one or more All India Services common to the Union and the States on a resolution being passed by the Council of States (Rajya Sabha) supported by not less than two-thirds of the members present and voting. The Constitution also regularised the then existing position under Article 312(2) which reads:

“The services known at the commencement of this Constitution as the Indian Administrative Service and the Indian Police Service shall be deemed to be Services created by Parliament under this article.”

In 1963, three new All India Services were created namely, the Indian Service of Engineers, the Indian Forest Service and the Indian Medical and Health Service. A Resolution for the creation of two more All India Services—the Indian Agricultural Service and the Indian Educational Service—has been adopted by Rajya Sabha on the 30th March, 1965.

The organisation of these services on an all-India basis to administer the diverse and growing responsibilities of a welfare state is of paramount importance. Their composition is indicative of the unity of India and encourages the development of a national point of view and more or less uniform standards of administration. It also ensures that the administration of every State has a leavening of officers from outside whose vision and outlook are not circumscribed by a parochial horizon since the administrative control over those officers is not vested solely in the State Governments to whom they are allotted, but jointly in the State and Central Governments,

thus enabling the officers to discharge their responsibilities without being unduly subjected to the stresses and strains of local influence.

The Committee emphasise that the deployment of the All India Services should be so arranged as to strengthen the integration of the country and that the members of the All India Services should recognise the fact that wherever and in whatever post they may be posted, their loyalty is to the whole nation and that their actions and attitudes do not bear any semblance of parochial, sectarian or linguistic loyalty.

### *Scales of Pay*

22. The scales of pay of the Indian Administrative Service are as follows:

Junior Scale: Rs. 400—400—500—40—700—E.B.—30—1000.

Senior Scale : (i) Rs. 900 (sixth year or under)—50—1000—60—1600—50—1800.

(ii) Selection Grade : Rs. 1800—100—2000.

\*Super time-scale : Rs. 2250; 2500; 2750 and 3000.

### *Special Pay*

23. In the Indian Administrative Service, no special pay is normally admissible over super-time scale of pay. In respect of senior scale posts in the States, the State Governments are competent to grant special pay amounting to Rs. 100, 150, 200, 250 or 300 as may,

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\*Revised with effect from 1st September, 1965 as follows :

	Rs.
(i) Joint Secretaries to the Government of India, Commissioners in State Governments and equivalent posts carrying a pay of Rs. 2250 . . . . .	2500—125/2—2750
(ii) Financial Commissioners and equivalent posts carrying a pay of Rs. 2500 . . . . .	2750
(iii) Additional Secretaries to the Government of India/Chief Secretaries and equivalent posts carrying a pay of Rs. 2750 . . . . .	3000.
(iv) Secretaries to the Government of India and equivalent posts carrying a pay of Rs. 3000 . . . . .	3500.

from time to time, be determined by them. Any special pay may also be sanctioned for posts in the junior time-scale at the discretion of the State Governments. In respect of the posts of Secretary, Additional Secretary, Joint Secretary and Deputy Secretary of the State Governments and posts of Heads of Departments, the grant of special pay is mandatory. On appointment to posts under the Central Government, the Indian Administrative Service officers are allowed, in addition to their grade pay, special pay of Rs. 150, 200 or 300 p.m. Provisions regulating the grant of special pay to officers of the Indian Administrative Service are made in Schedule III(B) and (C) to the Indian Administrative Service (Pay) Rules, 1954.

The Committee have been informed that Government have not laid down guiding principles for the uniform operation of the conditions prescribed in the Indian Administrative Service (Pay) Rules, 1954.

Since the provisions governing the grant of special pay ranging from Rs. 100 to Rs. 300 to the officers of the All India Services are largely discretionary and have been in force for several years, the Committee suggest that Government may lay down broad principles in the light of experience gained so far the guidance of the State Governments. This would make for uniformity in the criteria adopted for grant of special pay to officers of the All India Services in the States.

#### *Deputation Allowance.*

24. There is no provision for the grant of deputation allowance in the Indian administrative Service (Pay) Rules, 1954.

The Committee are, however, informed that 'in special circumstances, the members of All India Services have been granted deputation allowance on *ad hoc* basis on the analogy of the orders applicable to the Central Government employees.'

The number of Indian Administrative Service officers granted deputation allowance during the past three years is given below:

Year	No. of officers in receipt of deputation allowance
1962	25
1963	26
1964	24

The total amount of deputation allowance paid to them during 1962 to 1964 is Rs. 1,54,219.

In justification for the grant of deputation allowance, Government have furnished the following reply:

- “(i) Deputation allowance is allowed to IAS Officers deputed by the Central Government to serve under public bodies which are not owned or controlled by the Government. Such cases are outside the purview of the IAS (Pay) Rules, 1954 and the orders contained in Finance Ministry’s O.M. dated the 4th May, 1961 are applied to them in terms of rule 2(a) of the IAS (Conditions of Service—Residuary Matters) Rules, 1960.
- (ii) There are also cases where deputation allowance has been granted to IAS Officers on their deputation to other States by way of incentive, in consideration of circumstances like special nature of posts, difficult situations, remoteness of the area etc.
- (iii) In cases of deputation to difficult and sensitive, areas like Nagaland, Andaman & Nicobar Islands, Goa (immediately after its liberation), border areas etc. special deputation terms sanctioned for other services have been extended to IAS Officers. There is also a proposal to sanction special deputation terms to IAS Officers deputed to Manipur and Tripura and Jammu & Kashmir.”

The Committee are not quite convinced of the grounds for the grant of deputation allowance to the Indian Administrative Service officers, particularly those mentioned at (i) and (ii) above.

The Committee are not quite convinced of the grounds for the allowance to Indian Administrative Service officers should be reviewed from the point of view of general conditions of service of all Class I officers and if as a result of such a review it is considered necessary to grant such an allowance to All India Service officers in exceptional circumstances, Government should frame necessary regulations as stipulated in Rule 2 of the All India Services (Conditions of Service—Residuary Matters) Rules, 1960.

The Committee have commented in para 97 on the imperative necessity of limiting grant of deputation allowance to cases where it is absolutely justified; this recommendation should apply with greater force in the case of All India Services.

**The Committee consider that in order to dispel any suspicion of favouritism in deputing officers to jobs which carry deputation allowance, the Government should prepare in advance panels of names so that all these who are qualified by virtue of experience, educational qualifications, seniority, etc. are duly considered for being empanelled.**

### *Other Conditions of Service*

25. Article 312 of the Constitution authorises Parliament to regulate by law, the recruitment, and the conditions of service of persons appointed, to any All India Service. The Parliament has, under this Article, enacted the All India Services Act, 1951, authorising the Central Government to make, after consultation with the State Governments, Rules for the regulation of recruitment, and conditions of service of persons appointed, to an All India Service. Under this Act, Rules and Regulations have been framed by the Central Government. These Rules and Regulations have been compiled and published in the 'Hand Book of Rules and Regulations for All India Services', Volumes I and II.

**The Committee observe that the volumes referred to above contain 41 different sets of Rules and Regulations issued from time to time by Government and it is difficult to correlate the diverse conditions of service so as to make an integrated reading for comparison with other established services.**

**They would suggest that the various Rules and Regulations applicable to different All India Services may be consolidated, simplified and codified, separately for each of the existing All India Services.**

**The Committee have in a subsequent paragraph (No. 39) recommended that a law should be enacted regulating recruitment and all major terms and conditions of service of public servants and that these should be reviewed, after every five years, by a Commission who should report to Parliament, and that rules made by Government in their discretion in pursuance of the provisions of the Constitution or any law made by Parliament governing service conditions of public servants should be scrutinised by a Standing Committee of Parliament who should make a report to the House.**

**The Committee would suggest that the same Standing Committee of Parliament should scrutinize the rules and regulations framed by Government under the All India Services Act, 1951 and that the Commission to be appointed, at suitable intervals, may review the working, and terms and conditions of service, of members of the All India Services.**



Considering the importance of the Indian Administrative Service in the context of the vast programmes of social and economic development, the Committee have examined its working in greater detail in the following paragraphs.

## B. Indian Administrative Service

### (a) AUTHORISED STRENGTH

#### Growth of Indian Administrative Service

26. The authorised strength of the Indian Administrative Service in 1948 and from 1957 to 1964 is given below:—

Year	Authorised Strength
1948	803
1957	1672
1958	1676
1959	1740
1960	2036
1961	2036
1962	2147
1963	2278
*1964	2402

It is noted that the authorised strength of the Indian Administrative Service has increased from 803 in 1948 to 1672 in 1957 and 2402 in 1964.\* In this connection, the Committee have been informed that 'the cadres have been steadily expanding, partly due to extension of the All India Services to States which did not have any cadres, but primarily because of increased requirements of administrative personnel arising from the pace of economic development and the growth of Government's activities in various spheres in the context of the Five Year Plan.' As stated in the Memorandum on the Fourth Five Year Plan,\*\* 'the Fourth Plan will present tasks of greater magnitude and complexity than those of the Third. As a part of the preparation for the Fourth Plan, it is imperative that each agency at the Centre

\*As on 1.4.1964. 2470 as on 23rd December, 1964.

\*\*Chapter VII, 'Administration and Plan Implem

and in the States should undertake a systematic review of its organisation, programme for training and development of personnel, methods of planning, delegation of powers and functions, and relationships to other agencies with which its operations have to be integrated.

Furthermore, there would be need for additional administrative personnel on account of work connected with extension of the community development movement, and the setting up and consolidation of Panchayati Raj, land reform legislation, land acquisition work connected with plan projects, administration of State undertakings and general increase in development activities and in revenue and executive work in districts as pointed out in late Shri V. T. Krishnamachari's Report on Indian and State Administrative Services and Problems of District Administration (1962).

#### (b) LATEST STUDY OF CADRE STRENGTH

##### *Features of the latest study of IAS Cadres*

27. The Committee have been informed that a detailed review of the cadre position was undertaken early in 1961 in which the trend of growth of the cadres was estimated and measures to meet the additional requirements discussed. In 1964, a special study in respect of the Indian Administrative Service was completed and circulated to the State Governments in September, 1964 for their comments. The important features of the study are stated below:—

- (1) The total cadre strength rose to 2402 by 1-4-1964 which was the strength expected only by 1966 when a study of the cadre was made in 1961.
- (2) The gap in the direct recruitment quota increased from 200 in 1961 to 368 by 1964 and might increase further with the finalisation of proposals received from the State Governments.
- (3) The growth of the cadres has been uneven. The conclusion of the study made in 1961 was that the total strength would grow approximately at the rate of 5 per cent per annum. It is, however, observed that the increase has been arithmetical i.e., the steady addition of a fixed number of posts every year unconnected with the size of the cadre in a particular year. The average is 110 posts every year as evidenced by the growth study made in 1964. The resultant addition to the direct recruitment quota is 92 posts every year.

The representative of the Ministry has stated during evidence before the Committee that:

“.....any projection that we may make beyond about 5 or 6 years is apt to go very wrong. But it is our intention to keep this problem continuously under review.”

The Committee are concerned to note that the assessment made about the cadre strength of the Indian Administrative Service during the Third Five Year Plan has not been adhered to and additions to the cadre have been fairly above the assessed requirements, as is evident from the fact that the strength of 2402, which was envisaged to be reached by 1966, was reached two years earlier, i.e. by 1st April, 1964. The Committee feel that before allowing such increase in excess of the assessment, Government should have critically examined the actual need and should not have readily acceded to the requests for such unusual increases.

As a direct recruit to the Indian Administrative Service takes at least five years to acquire the requisite experience for holding a senior post, the Committee cannot too strongly stress the need for correctly assessing the requirements and for recruiting the requisite number of officers to Indian Administrative Service each year.

Government may consider the question of utilising the specialised help of Institute of Applied Manpower Research to determine the requirements of Indian Administrative Service and for evolving suitable methodology for forecasting the requirements in future.

#### (c) ENCADRING OF POSTS

##### *Criteria for Encadring Posts*

28. The Committee have been informed that “the State Governments have been advised that it is essential to include in the cadre all posts for which the State Government would require officers with wide administrative experience of the standard of the Indian Administrative Service”. In the view of the Central Government, the Indian Administrative Service cadre should include the following posts:

- (a) All superior administrative posts above that of District Officer, e.g., Commissioners, Members Board of Revenue, Secretaries in administrative departments;
- (b) All posts of District Officers; and
- (c) A proportion of miscellaneous posts including those of Heads of Offices.

The Central Government have pointed out to the State Governments that "exclusion of key posts from Indian Administrative Service.....cadres would be a false economy and would not be conducive to efficiency."

Asked to indicate the exact scope of 'consultation' held by the Central Government with the State Governments in the matter of regulating the strength and composition of the State cadres under Rule 4 of the Indian Administrative Service (Cadre) Rules, 1954, the Committee have been informed as follows:

"The State Governments have already been made aware of the broad criteria that should be followed in proposing posts for inclusion in the I.A.S. cadre. It is for the State Governments, to decide and propose, based on actual administrative needs, which posts can be included in the cadre of the State. In the light of the broad criteria laid down and from the point of view of uniformity about the posts included in the different State cadres, it is for the Central Government to suggest modifications in the proposals made by the State Governments. Such modifications, considered necessary, are effected in consultation with the State Governments."

The Committee observe from the Indian Administrative Service (Fixation of Cadre Strength) Regulations, 1955 that there is considerable disparity in the posts encadred by the State Governments, such as the posts of Director of Agriculture, Director of Industries and Commerce, Director of Panchayats, Agrarian Reforms Officers, Land Reforms Commissioner, Secretary to Chief Minister, Sub-collectors, Under Secretaries, Executive Officers of Zilla Parishad, Director of Social Welfare, Transport Commissioner, etc.

During the course of evidence before the Committee, the representative of the Ministry admitted that there were still some 'unresolved controversies' in this regard. As regards manning of posts of Zilla Parishad and other local self-government bodies, the Committee have been informed that "Government have not considered necessary to lay down any criteria as the experience in this regard has been quite limited."

The Committee are of the opinion that the question of bringing about uniformity in encadring of posts by the State Governments assumes greater importance particularly in view of the wider and over-riding considerations of integration and efficiency in administration.

The Committee are unable to appreciate why "unresolved controversies" should have been allowed to remain in regard to the encadrement of posts as rule 4(2) of the Indian Administrative Service (Cadre) Rules, 1954 confers adequate powers on the Central Government to alter at any time the strength and composition of the cadre. At any rate, it should be possible to resolve all such controversies at the time of triennial review when the cadre strength of Indian Administrative Service is required to be reviewed in consultation with the State Governments concerned.

(d) TRIENNIAL REVIEW

*Review of Strength of Cadres*

29. Each State (except Nagaland) has an Indian Administrative Service Cadre. Delhi and Himachal Pradesh have a joint cadre. Rule 4 of the Indian Administrative Service (Cadre) Rules, 1954 provides that the strength and composition of each of the cadres constituted under Rule 3 shall be as determined by regulations made by the Central Government 'in consultation with the State Governments.' Furthermore, Rule 4(2) provides:

"The Central Government shall, at the interval of every three years, re-examine the strength and composition of each such cadre in consultation with the State Government or the State Governments concerned and may make such alterations therein as it deems fit:

Provided that nothing in this sub-rule shall be deemed to affect the power of the Central Government to alter the strength and composition of any cadre at any other time:

Provided further that the State Government concerned may add for a period not exceeding one year and with the approval of the Central Government for further period not exceeding two years to a State or joint cadre one or more posts carrying duties or responsibilities of a like nature to cadre posts."

Asked to furnish a copy of the latest 'Triennial Review' of the Indian Administrative Service cadres as referred to in the Annual Report of the Ministry of Home Affairs (1963-64), the Committee have been informed as follows:

"If by the term 'review', a report is meant, no such report has been prepared nor as it the intention of the Cadre Rules."

According to the Ministry, Rule 4(2) of the Cadre Rules, reproduced earlier in this paragraph, only calls for 're-examination' which has been loosely termed as a 'review'.

The Committee are unable to agree with the view that the results of the prescribed triennial review need not be embodied in a formal report. They consider that the triennial review offers a valuable opportunity to the Central Government to take stock of the cadre requirements of Indian Administrative Service. The Committee, therefore, need hardly stress that the review should be carried out in a formal and scientific manner, preferably by a committee consisting of the representatives of the Ministries of Home Affairs and Finance and presided over by the Cabinet Secretary. The Chief Secretary of the State Government concerned, may be associated with this committee at the time of consideration of the cadre of the State.

They would further suggest that the committee appointed to carry out the triennial review may be assisted by a small organisation which should continuously undertake studies concerning the nature of duties and responsibilities of the posts, the quantum of work involved etc., so that factual data is available to the committee at the time of reviewing the cadre strength of the States.

The results of the review should be duly incorporated in a report which may be laid on the Table of both Houses of Parliament for information.

#### (e) RECRUITMENT

##### *Methods of Recruitment*

30. Recruitment to the Indian Administrative Service is made by the following methods:

- (a) by a competitive examination;
- (b) by promotion of substantive members of State Civil Service; and
- (c) by selection, in special cases, from among persons who hold in a substantive capacity gazetted posts in connection with the affairs of a State and who are not members of a State Civil Service.

The Committee have been informed that the annual recruitment is designed to provide for—

- (a) A maintenance element for meeting deaths, retirements and other casualties in the Direct Recruitment quota. The annual average of casualties excepting retirements is 4.7 and that of retirements is 28.0 and thus the total annual figure for maintenance comes to 32.7.

- (b) A growth element to meet the anticipated expansion of the quota. The average annual growth is 92.2.
- (c) An element to reduce the present gap (263 on 1st October, 1965) between the sanctioned strength and officers in position.

*Direct Recruitment*

31. The following table gives the number of candidates actually appointed to the Indian Administrative Service by direct recruitment between 1954 and 1964:

Year	No. of candidates actually appointed.
1954 . . . . .	49
1955 . . . . .	57
1956 . . . . .	77
1957 . . . . .	64
1958 . . . . .	54
1959 . . . . .	73
1960 . . . . .	87
1961 . . . . .	99
1962 . . . . .	90
1963 . . . . .	115
1964 . . . . .	128

During the course of evidence before the Committee, the representative of the Ministry stated that it was intended to step up the direct recruitment quota from 115 to 160 per year. This number would include the vacancies reserved for Scheduled Castes and Scheduled Tribes totalling about 28. It is not unlikely that the direct recruitment quota may have to be increased further in the near future. A pertinent question which will have to be considered is whether the increased rate of recruitment will be possible without lowering the standard, and how far the past experience in this regard can be any guide for the future.

In this connection, the Committee have been informed as follows:

“The ranks of the last general candidates obtaining 50 per cent marks in the aggregate at the Combined Competitive Examinations held in 1960, 1961 and 1962 respectively are 105th,

202nd and 148th. From this, it will be seen that we can absorb 132 general candidates from the Combined Competitive Examination without going down to candidates securing less than 50 per cent of total marks. The recruitment is made through a competitive examination and therefore there could be no rigidity about the percentage. However, it has been taken into consideration as a guiding factor. Further, as educational facilities develop, the number of graduates will increase every year, including the number of first class graduates, and there may be no reason to assume that an increased intake will bring down the calibre of those selected."

The above contention of the Ministry is not borne out by the statistical data regarding the number of candidates who have applied for and have been selected for appointment to All India Services and other Central Services during the years 1960 to 1963:

	1960	1961	1962	1963
Total No. of B.A./B.Sc., M.A./M.Sc. passing out of Indian Universities.	99,967	1,13,646	1,21,822	N.A.
No. of applicants for Combined Competitive Examination held by UPSC.	10,376	9,182	8,432	7,113*
No. actually appeared in the Combined Competitive Examination held by UPSC.	5,873	5,659	5,391	4,282*
No. of candidates possessing I Division out of the number appearing in Combined Competitive Examination.	634	593	527	N.A.
No. of candidates recommended for appointment by UPSC.	338	440	480	457*

The Committee note that with the increase in the total number of graduates passing out of the Universities in India during the

\*The figures in regard to the Combined Competitive Examination held in 1964 are as follows:

No. of applicants	6,414
No. actually appeared	4,005
No. recommended for appointment by UPSC.	468



period 1960 to 1962, the number of applicants for the Combined Competitive Examination held by the Union Public Service Commission and the total number of candidates actually appearing in the Examination and possessing I Division has gone down considerably. During the same period, the number of candidates recommended for appointment to All India Services and Central Services by the Union Public Service Commission has increased from 338 to 480.

In the context of a different question relating to the proposed revision of the pay scales of All India Service officers, Government have stated as follows:—

there has been a quantitative decline in the number of graduates taking the examination and among them in the number of first classes which is very steep and that there is also a qualitative decline inspite of an increase in the output of graduates from the Universities as a result of expanding educational facilities. It was also felt that one of the factors which may be responsible for these declines might be the expansion of suitable employment opportunities in the private sector and the higher initial salaries and amenities available in that field, though it was difficult to apportion the specific impact of these two factors and spell out in definite terms as to which has been more responsible for the decline."

In view of the above analysis as also Government's own admission of a qualitative decline among graduates taking the Combined Competitive Examination, the Committee are unable to appreciate the statement of the Government that "there may be no reason to assume that an increased intake will bring down the calibre of those selected." In the opinion of the Committee, the disturbing trend revealed in the results of the Combined Competitive Examination held by the Union Public Service Commission, needs a deeper probe into the existing mode of recruitment to the All India Services and Central Services Class I.

It is hardly necessary to state that the work of an administrator requires, in an unusual degree, a capacity to understand the feelings and needs of the public, to interpret effectively the ideas and policies of the Government as also to master details in many different fields, in order to be able to operate the complex administrative machinery efficiently and quickly. The Committee, therefore suggest that

Government should, apart from devising ways to improve the existing mode of recruitment, also consider other suitable measures to attract men of talent, character and promising qualities to the civil service so that in years to come the civil service is not denuded of talent to man the highest echelons of service. Among other things, special attention will have to be paid to the improvement of the general standard of education especially in the Universities, and to the rationalisation of employment opportunities in Government service *vis-a-vis* those in the private sector and *vice versa*.

#### *Pattern of the Combined Competitive Examination*

32. The plan of the Combined Competitive Examination comprises—

(a) written examination in—

- (i) three compulsory subjects (for all services), Essay, General English and General Knowledge, each with a maximum of 150 marks.
- (ii) three optional subjects, each carrying a maximum of 200 marks, for all the services except the Indian Police Service and the Delhi and Himachal Pradesh Police Service. For the latter, only two optional subjects.
- (iii) two additional optional subjects of a higher standard, each carrying a maximum of 200 marks, for the IAS and the IFS.

(b) Interview for Personality Test for such candidates as may be called by the UPSC., carrying maximum marks\* as follows:

For I.F.S.	400
For I.A.S.	300
For other Services	200

The syllabi of the compulsory Essay and General Knowledge papers are as follows:

**Essay:** Candidates will be required to write an essay in English; a choice of subjects will be given. They will be expected to keep closely to the subject of the essay, to arrange their ideas in orderly fashion, and to write concisely; credit will be given for effective and exact expression.

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\*At the time of factual verification, the Ministry of Home Affairs have stated that "The maximum marks for personality test for IAS have been reduced from 400 to 300 and for other Services from 300 to 200 with effect from the 1964 Examination. The I.F.S. marks remain at 400."

**General Knowledge:** Including knowledge of current events and of such matters of everyday observation and experience in their scientific aspects as may be expected of an educated person who has not made a special study of any scientific subject. The paper will also include questions on Indian History and Geography of a nature which candidates should be able to answer without special study and questions on the teaching of Mahatma Gandhi.

The nature of the Personality Test has been described as follows:

“The candidate will be interviewed by a Board who will have before them a record of his career. He will be asked questions on matters of general interest. The object of the interview is to assess the personal suitability of the candidate for the Service or Services for which he has applied by a Board of competent and unbiased observers. The test is intended to judge the mental calibre of a candidate. In broad terms, this is really an assessment of not only his intellectual qualities but also social traits and his interest in current affairs. Some of the qualities to be judged are mental alertness, critical powers of assimilation, clear and logical exposition, balance of judgment, variety and depth of interest, ability for social cohesion and leadership, intellectual and moral integrity.

The technique of the interview is not that of a strict cross examination but of a natural, though directed and purposeful, conversation which is intended to reveal the mental qualities of the candidate.

The personality test is not intended to be a test either of the specialised or general knowledge of the candidates which have been already tested through his written papers. Candidates are expected to have taken an intelligent interest not only in their special subject of academic study but also in the events which are happening around them both within and without their own state or country, as well as in modern currents of thought, and in new discoveries which should rouse the curiosity of well educated youth.”

The subject-wise distribution of candidates examined and those included in the recommended list of the Union Public Service Commission for 1962-63, 1963-64 and 1964-65, reproduced in Appendix II, indicates that an overwhelming majority of the candidates who

are included in the recommended list by the Union Public Service Commission had taken up optional subjects from the Arts Group. This may well be due to the fact that the compulsory papers *viz.* Essay, General Knowledge and General English afford an advantage to candidates with Arts background as distinct from Science background. As persons with scientific and technological background would be required in ever larger numbers for administering specialised departments, Government may consider the question of re-orienting the syllabi of compulsory papers so as to afford a fair chance to students with scientific background. For example, the theme of the compulsory papers could be such as to test not only an understanding of economic and social problems but that of General Science also. Similarly, in the General Knowledge paper, a certain percentage of questions should be on General Education designed to test the candidate's grasp and broad appreciation of sciences and humanities without going into technicalities. It is also imperative that the personality test, for which a large block of marks is reserved, is made more realistic and scientific as compared to the prevailing *viva voce* test. It could well be modelled on the psychological tests which are being conducted by the Ministry of Defence for selection of candidates for entry into the National Defence Academy. In particular, the tests should be so designed as to assess the qualities of leadership and understanding by asking the candidate to handle certain given situations, which are reflective of his future vocation.

At the same time, the Committee wish the Government to note that there is a general feeling in favour of reducing the number of marks allocated to 'Interview for Personality Test' of candidates for the Combined Competitive Examination and hope this will receive due attention.

#### *Quota for Promotion from State Civil Service*

33. It has been brought to the notice of the Committee that on account of sudden spurt in developmental activities in the States there has been a steep rise in the number of senior scale posts in the States. As observed earlier, due to the unrealistic forecasts of the increased requirements of the States in regard to officers of the Indian Administrative Service cadre, the direct recruitment of Indian Administrative Service officers has lagged far behind, resulting in the shortage of sufficiently experienced Indian Administrative Service officers for manning the senior duty posts in the States. It has not been uncommon for Indian Administrative Service officers with as little as 3-4 years' experience being promoted to the senior

scale and appointed to hold senior posts in the districts as well as in the State Secretariats. On the other hand, officers belonging to the State Civil Service with much longer experience have to remain on the Select List for promotion to the Indian Administrative Service for an unduly long time on account of the existing limited quota for recruitment by promotion from the State Civil Service.

The Committee would like to refer in this connection to the observations of late Shri V. T. Krishnamachari in his "Report on Indian and State Administrative Services and Problems of District Administration" regarding posting of Indian Administrative Service officers in the initial years of service:

"On completion of the practical training, a probationer is given charge of a sub-division, and continues in that capacity for at least a couple of years. Thereafter, he may be posted to another sub-division, or as an Additional District Magistrate, or to the State Secretariat as an Under Secretary or an Assistant or Deputy to a head of department. There is no rigid plan about these postings. The object is to give a young officer a variety of experience before he becomes ripe for a senior post in the sixth or seventh year of service. The IAS cadre is meant primarily to provide officers for senior posts; the appointment of officer to junior posts is intended mainly to train them for the superior posts. Viewed in this light, the entire period spent by a young officer in junior posts is in the nature of training, although it is only in the first year or 18 months that the training aspect is consciously emphasised.

As a general rule, the posting of IAS officers might conform to the following pattern:

Practical training	18 months.
Charge of a sub-division	18-24 months
Under Secretary to the State Government and deputy to a head of department (both these courses of training are equally useful)	18-24 months
Charge of a district	Towards the end of the sixth or in the seventh year of service.*

The Committee have already commented in para 27 on the need for making accurate estimates of the cadre strength of Indian Administrative Service for the ensuing Five Year Plan period.

The Committee consider that the head of the district civil administration should be a person of mature experience commensurate with his responsibilities in the present set up, both in the administrative and developmental spheres, and with capacity to inspire confidence and respect in the people. Till such time as I.A.S. Officers with at least 5 years' experience become available\* for posting as heads of district civil administration, the Committee would suggest that officers from the State Civil Service who have mature experience of about 10 years or more in a post of Deputy Collector or any other equivalent post and who are borne on the Select List for promotion to the I.A.S., may be drawn upon for manning these key posts.

The Committee note that there is no rigid plan about the posting of young Indian Administrative Service officers on the completion of their initial training. They need hardly stress that, while deciding the initial posting of I.A.S. Officers, Government should keep in mind the sensitive nature of sub-divisional administration and the complexities of civil administration in these days of shortage of consumer goods. The Committee would like the Government to see whether it would be more useful to a new I.A.S. recruit, after the necessary training, to be put for a year or two, under an experienced administrative officer so that he can get a practical idea of administration at the base and the methods of dealing with the people.

#### *Selection Committees in States:*

34. Regulation 3 of the Indian Administrative Service (Appointment by Promotion) Regulations, 1955 provides that for making selection of persons for promotion to the service, there shall be constituted for each of the States or for the group of Union Territories, a committee consisting of the Chairman of the Union Public Service Commission or where the Chairman is unable to attend, any

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\*At the time of factual verification, the Ministry of Home Affairs have stated that "All State cadres except Delhi and Himachal Pradesh and Jammu & Kashmir, which have been recently constituted, have sufficient number of directly recruited IAS officers with at least five years' experience for posting as District Officers. With proper cadre management it should not be difficult for State Governments to appoint IAS officers (direct recruits as well as promotees) to all the district charges. It should not normally be necessary, therefore, to draw upon select list officers for manning these posts. The position is kept under review by the Government of India in consultation with the State Governments. The Government of India have also been impressing on the State Governments the need for giving to the direct recruits in the IAS sufficient experience in charge of districts before they are drafted for other duties."

other member of the Commission representing it and 3 to 5 members specified in the Schedule attached to the Regulations. The Chairman or the Member of the Union Public Service Commission is to preside at all meetings of the committee at which he is present.

Each committee is required to meet at intervals ordinarily not exceeding one year and consider the cases of all substantive members of the State Civil Service who on the first day of January of that year, had completed not less than eight years of service (whether officiating or substantive) in a post of Deputy Collector or any other post or posts declared equivalent thereto by Government.

The committee is also required to prepare a list of such members of the State Civil Service as satisfy the prescribed conditions for promotion to the Service. The selection for inclusion in such a list is based on merit and suitability in all respects with due regard to seniority and the names are required to be arranged in order of seniority in the State Civil Service provided that any junior officer who in the opinion of the committee is of exceptional merit and suitability may be assigned a place in the list higher than that of officers senior to him. The list thus prepared is required to be reviewed and revised every year and also approved by the Union Public Service Commission.

Asked if the Ministry had assessed the working of the committees constituted for making selection of officers for promotion to the Indian Administrative Service, the Estimates Committee have been furnished with the following reply:

"No. Under the IAS/IPS (Appointment by Promotion) Regulations, 1955, framed under the IAS/IPS (Recruitment) Rules, 1954, the Government of India, through the appointing authority for I.A.S. and I.P.S., has been kept completely out of the picture from the working of the Selection Committees."

The Committee feel that as the appointing authority for the All India Services, the Central Government should play an active role and be directly associated with the working of the Selection Committees in the States constituted under Regulation 3 of the I.A.S. (Appointment by Promotion) Regulations, 1955. In this connection, they would suggest that one senior officer of the Central Government, who neither hails from the State nor belongs to the State cadre, may be associated with the Selection Committee in that State so as to ensure that a uniform standard is applied in the preparation of the Select List.

The Committee are of the view that a specific provision in the Indian Administrative Service (Appointment by Promotion) Regulations, 1955 regarding the procedure for the conduct of business,

by the Selection Committees such as intervals at which the committee should meet, methods of determining merit and suitability and exceptional merit warranting higher ranking in the Select List would go a long way in bringing about uniformity of procedure and pave the way for raising the standard of recruitment by promotion. By way of abundant caution, the Regulations may further provide that the Selection Committees should be deemed to be duly constituted only when both the representatives of the Union Public Service Commission and the Central Government are present.

*Select List for Promotion to I.A.S. :*

35. The representative of the Ministry stated during evidence that "in many States the select list drawn up is very very long, so long in fact that it will take five or eight years to exhaust the list, which we consider undesirable".

It has also been brought to the notice of the Committee that there have been instances which show that "names of State Civil/Police Service officers on the verge of retirement were included in the select lists prepared in accordance with the Regulations and such officers were continued by the State Governments in service beyond the age of superannuation in the State Service on extension by virtue of the inclusion of their names in the select lists".

The Committee consider it unfortunate that extensions in service to State Civil Service officers should have been given merely "by virtue of the inclusion of their names in the select list". To check this tendency, the Committee would suggest that the select lists for promotion to the Indian Administrative Service from the State Services should not be unduly long and should be limited to meet the requirements of the State cadre for one to two years.

*Scheme of Limited Competitive Examination:*

36. The Committee of Enquiry on Emoluments and Conditions of Service of Central Government Employees (1957—59) have suggested the introduction of a system of promotion by a special competitive examination that would provide to young officers in Class II and III services an additional opportunity to enter any of the Class I services to which there is recruitment by a competitive examination. It is stated that such a system is in vogue in the United Kingdom and France. In the U.K., one-fifth of the vacancies



in the Administrative Class are reserved for recruitment through a limited competition open to members of the Executive Class aged between 21 and 28 years. In France, half the admissions to the National School of Administration are reserved for persons already in the public service, who are between the ages of 24—30 and have put in at least 4 years' service. The admissions are made on the result of a competitive examination similar to, but not identical with, the competitive examination for university graduates.

In pursuance of the recommendations of the Pay Commission, Government had drawn up a detailed scheme for limited competitive examination for recruitment to the I.A.S./I.F.S. and Central Services Class I.

The Committee have been informed that "consultations with the State Governments and with the Central Ministries (had) revealed that there was unanimity of agreement with the views of the Pay Commission that the scheme of the limited competitive examination should be so designed as not to test a candidate for his academic abilities, but instead his intelligence, power of observation, analysis and judgment, and knowledge and understanding of public affairs etc." It was also felt that the personality test should find an important place in the scheme of examination to be prescribed for the limited competition proposed, at which a candidate should be closely questioned about the problems with which he has been concerned in his official capacity. His grasp and understanding of the problems in their wider implications and his responses to the issues which arise, should enable a fairly confident judgment to be made whether a candidate could be considered as a civil servant with an outstanding promise.

It is stated that the scheme was considered by the Ministries so far as Central Services Class I were concerned. They were of the view that it should be implemented on an experimental basis with reference to the Indian Administrative Service only and judging by its results, it could later on be extended to other services. So far as the Indian Administrative Service is concerned, the Committee are informed that the Scheme has been considered by the State Governments twice. Four State Governments are stated to have opposed the Scheme on the ground that it has no merit, one has agreed to it, and the remaining, while agreeing to the Scheme in principle, have differed in matters of detail. This

position has led the Government to conclude that "the Scheme for Limited Competitive Examination for the All India and Central Services Class I does not find favour with a majority of the States" and accordingly a decision has been taken by them "not to pursue the Scheme for the present"

The Committee note that in Britain, 20% of the vacancies in the administrative class are reserved for recruitment through a limited competitive examination which is open to members of the executive class. In France, 50% of admissions to the National School of Administration are reserved for persons who are already in public services.

The Committee feel unhappy that this promising avenue for augmenting the strength of higher services which was recommended by the Second Pay Commission as early as 1959 has not been translated into practice. They would like to stress that besides providing promising source of recruitment to higher services, it would help to attract talented candidates to Class II and III services and also serve as an incentive for better and more devoted work by them, thus raising the general tone of the administration.

The Committee consider that, to start with, it would not be unrealistic to prescribe a minimum quota of 10 per cent for recruitment to Indian Administrative Service and Central Services Class I through the limited competitive examination.

The Committee understand that till 1962 Government were allowing age relaxation by three years to officers already in service for appearing in the Combined Competitive Examination. In 1963 this concession was withdrawn. The Committee feel that the age relaxation to departmental candidates which was allowed to them till 1962 needs to be considered sympathetically as the scheme for Limited Competitive Examination envisaged by the Second Pay Commission has not materialised so far.

### C. New All India Services

*Engineers' Forest and Medical and Health Services:*

37. The All India Services (Amendment) Act, 1963 authorises the

Central Government to constitute the following new All-India Services:

- (i) The Indian Service of Engineers (Irrigation, Power, Buildings and Roads);
- (ii) The Indian Forest Service; and
- (iii) The Indian Medical and Health Service.

In addition, a Resolution under Article 312(1) of the Constitution declaring that it is necessary and expedient in the national interest to create two new All-India Services namely, the Indian Agricultural Service and Indian Educational Service, was moved in the Rajya Sabha and adopted on the 30th March, 1965.

The above Services have not been constituted so far. A note indicating the progress made by Government in this regard is given in Appendix III.

The Committee have been informed that, in respect of the three services to be constituted under the 1963 Act, Central Cadres would be provided in the Engineering Services and in the Indian Medical and Health Services only, as the number of engineering and medical posts under the Central Government including the Union Territories is large. In providing for a Central Cadre, care will, however, be taken to see that one of the most valuable features of an all-India service, *viz.*, rotation of officers between the Central and State Governments is not sacrificed. While the strength of the Central Cadre will be determined in the same manner as that of a State Cadre, about half of the senior posts in the Central Cadre will be reserved to be filled by officers of the State Cadres on tenure deputation. There will also be cross deputation of officers of the Central Cadre to serve under the State Governments.

In the case of the Indian Forest Service, however, there would be no Central Cadre, as most of the work in forestry is done by the State Governments. The number of posts at the Centre being very limited, it would be possible to meet the requirement by deputation from various State Cadres.

**The Committee regret to note that though the Rajya Sabha had adopted the Resolution for the creation of the Indian Service of Engineers, Indian Forest Service, and the Indian Medical and Health**

**Service as early as the 6th December, 1961 the All India Services (Amendment) Act to give force to it was passed only in 1963 and the new services have yet to be constituted. They suggest that all impediments coming in the way should be removed expeditiously and the new Services constituted early.**

**Government should also take early action in pursuance of the resolution passed in Rajya Sabha on the 30th March, 1965, to constitute the Indian Agricultural Service and the Indian Educational Service, for manning these two key sectors of developmental activities.**

## IV CENTRAL SERVICES

### A. Introduction

#### *Details of Central Civil Services*

38. The Civil Services of the Union consist of certain established services known as 'Central Civil Services' and civil posts created outside the established services which are deemed to be included in the General Central Service. The established Central Civil Services as well as the civil posts are classified into Class I, II, III and IV. A list of Central Civil Services, Class I and Class II is given in Appendix IV.

All appointments to Central Civil Services Class I and Central Civil Posts Class I are made by the President or by any other authority empowered to make such appointments by the President by a general or special order. All appointments to the Central Civil Services Classes II, III and IV are made by authorities specified in this behalf, in the Schedule to the Central Civil Services (Classification, Control and Appeal) Rules, 1957. Appointments to Central Civil Posts, Classes II, III and IV included in the General Central Service are made by authorities specified in this behalf, by a general or special order of the President, or, where no such order has been made, by the authorities specified in the Schedule to the Central Civil Services (Classification, Control and Appeal) Rules, 1957 in this behalf. The day to day administration of the various Central Services meant for manning the various posts under the different Ministries and offices of the Government of India rests with the Ministries concerned. The Ministry of Home Affairs, as stated in earlier chapter, are concerned with conditions of service which are of administrative nature. The Ministry of Finance are concerned with the scales of pay and certain financial aspects of the conditions of service like fixation of pay, grant of increments, pension and gratuity, contribution to provident fund etc. of the members of Central Civil Services.

#### *General Conditions of Service*

39. Article 309 of the Constitution authorises Parliament to regulate the recruitment and conditions of service of persons appointed to public services and posts in connection with the affairs of the Union. As an interim measure, however, under the proviso to the Article, it is competent for the President, or any such person as he may direct, to make rules in this regard having the force of law.

**The Committee note that, even though sixteen years have elapsed since the Constitution came into force, Government are still relying**

on the proviso to Article 309 authorising the executive to make rules having the force of law, which was intended to be a transitional provision, and have not brought before Parliament the necessary legislation. The Committee recommend that Government should bring before Parliament as early as possible comprehensive legislation under Article 309 regulating recruitment and all major terms and conditions of service of persons appointed to public services and posts in connection with the affairs of the Union, such as pay and allowance, leave, gratuity, pension, etc. so that Parliament may have an opportunity to consider them.

The Committee further recommend that there should be appointed periodically, say, after every five years, a Commission to review the working, and terms and conditions of service, of public servants and the report of the Commission should be placed before Parliament. The Parliament may discuss the report and any decision on matters contained therein may be embodied in the law on the subject from time to time.

The Committee also recommend that rules framed by Government in their discretion in pursuance of the provisions of the Constitution or any law made by Parliament governing service conditions of public servants should be laid before Parliament and there should be a Standing Committee of Parliament which should scrutinise these rules and make a report to the Houses.

## B. Recruitment, Promotion etc.

### *Recruitment*

40. The recruitment rules for the various services and posts which are framed under proviso to Article 309 of the Constitution, provide for the methods to be adopted in making recruitment to a particular grade or post. The normal methods of recruitment are:

- (a) Direct recruitment;
- (b) Promotion; and
- (c) Transfer.

Direct recruitment to Class I and II posts and services, is made through the Union Public Service Commission either on the basis of a competitive examination and interview or on the basis of selection by interview.

### *Delayed Offers of Appointments*

41. The Union Public Service Commission have, in their Fourteenth Report (for the year ending 31st March, 1964) pointed out

160 instances\*, where offers of appointment to candidates recommended for Central Services had been delayed. In one case, delay was for more than two years. The reasons for the delay in offering appointment to candidates have been ascertained by the Ministry of Home Affairs and classified under broad heads as given in Appendix X.

The Committee have been informed that two major reasons for the delay in the issue of offers of appointment are, the time taken in completing the formalities viz. verification of character and antecedents and medical examination. In accordance with the instructions issued by the Ministry of Home Affairs in 1960 and 1962, the State authorities are expected to complete verification of character and antecedents of candidates selected for appointment under the Government of India within a period of six to eight weeks. The Ministry have explained that delays have occurred "as verification work has been constantly increasing on account of extension of the scheme of verification to the employees of quasi-Government and autonomous bodies and public undertakings also". They have, however, re-issued the earlier instructions on the 11th February, 1965 with a view to reducing the period of delay to the minimum extent possible. The Union Public Service Commission have also been requested by the Ministry to ensure that attestation forms of candidates provisionally selected for interview, are forwarded to the Ministries/Departments concerned soon after the preliminary selection is made.

Another main reason for delay was on account of medical examination for appointments to the Border Road Development Board. It has since been arranged with the Union Public Service Commission that all candidates who qualify in interviews should be asked to get ready for medical examination immediately after the interview. This medical examination was arranged almost daily and since the Civil Medical Board was not in a position to undertake this commitment on a daily basis, the efforts of the Civil Medical Board were supplemented by the Standing Medical Board on the army side.

From the statement furnished to the Committee analysing the reasons for delays in the issue of offers of appointment, the Committee observe that 83 cases have been classified under the head 'Miscellaneous'. These should be investigated in greater detail with a view to ascertaining the exact cause and devising remedial measures.

The Committee note that a majority of the cases of delay (ranging from 5 to 24 months) pointed out by the Union Public Service

\*15th Report of U.P.S.C. cites 171 instances of delayed offers of appointment.

**Commission in Appendix XV of their 14th Report (for 1963-64), pertains to scientists, engineers, technologists and professional personnel for whom there is considerable demand both in the public and private sectors. The Committee expect that Government will realise that the long period of waiting and consequent uncertainty is bound to act as a damper on the enthusiasm of candidates, particularly the more promising ones, for entering public service and to make them psychologically more receptive to offers from private agencies with prospect of prompt engagement.**

**The Committee recommend that the entire procedure for recruitment may be critically reviewed by Government so as to eliminate delays which are occurring at various stages such as intimation of Vacancies to the Union Public Service Commission, medical examination of successful candidates, verification of antecedents and issue of offers of appointment. The Committee would suggest that cases of delay beyond a specified period, particularly in sending out offers of appointments to candidates selected by Union Public Service Commission, should be reviewed by the Secretary of the Ministry Head of the Department concerned. The Ministry of Home Affairs may also review the position once in six months to make sure that no hold ups occur in intimating the vacancies to the Union Public Service Commission or in filling up posts from among the approved list of candidates, or on any other account. The Ministry of Home Affairs should also use their good offices with the State Governments' to speed up the verification of antecedents of successful candidates.**

#### *Departmental Promotion Committees*

42. In order to ensure a fair, impartial and objective appraisal of the relative merits of officers for promotion on the basis of merit, instructions were issued in 1946 that Departmental Promotion Committees should be formed in each Department which should consider the cases of officers who are eligible for promotion. The Union Public Service Commission is to be associated with Departmental Promotion Committees which consider cases of officers for promotion to and within Class I Posts and Services, and certain Class II Services. The fitness or otherwise of persons for promotion to non-selection posts, is also to be assessed by a Departmental Promotion Committee, but in such cases, the Union Public Service Commission is not required to be associated with the Departmental Promotion Committees.

The Union Public Service Commission has reported in their Fourteenth Report (for the year ended 31st March, 1964) that in addition to 86 cases involving consideration of 2,150 officers for



promotion/confirmation which were pending on April 1, 1963, 753 cases involving consideration of 11,459 officers were received by them during the period. In all 512 Departmental Promotion Committees, presided over by the Chairman or a Member of the Commission, considered these cases. 733 cases involving 10,906 officers were disposed of leaving a balance of 106 cases involving 2703\* officers at the close of the year (i.e. 31-3-1964).

The Committee note with concern that the number of officers whose cases awaited scrutiny by the Departmental Promotion Committees rose from 2150 on 1-4-1963 to 2703\* on 31-3-1964.

The Committee would like Government to appreciate the deleterious effect on the morale of the officers kept in suspense and deprived of their due promotion for long periods.

They expect Government to take suitable measures to ensure that the cases of promotion are finalised with due expedition and are not allowed to fall into arrears.

*Submission of Data to Departmental Promotion Committees:*

43. The Union Public Service Commission had occasion to observe in their Thirteenth Report that while dealing with proposals relating to promotion/confirmation of officers, they had come across cases in which the requisite data furnished by the Ministries were, subsequently, found to be not correct. Two such cases which came to the notice of the Commission during the year 1963-64 are reproduced below:—

“In one case, a Ministry, while referring a proposal to convene a meeting of the Departmental Promotion Committee to consider cases of confirmation of certain officers, certified that their appointment had been made regularly on the recommendation of the Commission. In this connection, they also quoted a communication from the Commission purporting to convey the recommendation of the Commission, regarding the appointment of the officers to the posts. On verification, however, it was observed that the reference cited by the Ministry related to the appointment of the officers to the lower posts and not the one to which the proposed confirmation related. On a further reference made to the Ministry they stated in reply that due to a certain misapprehension, the officers had been promoted to higher posts without their cases having been referred to a Departmental Promotion Committee. The other case relates to a proposal

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\*The number has increased to 2,852 on 31-3-1965.

forwarded by a Ministry in December, 1962 for convening a meeting of the Departmental Promotion Committee to consider the promotion of an officer to a grade. The Ministry certified that the names of all the eligible officers had been included in the seniority list sent in this connection. The Departmental Promotion Committee recommended the officer shown as the senior-most in the seniority list for promotion to the grade. Later in May, 1963, in connection with the proposal for convening another meeting of the Departmental Promotion Committee to consider promotion of two more officers to the grade, it came to light that the seniority list furnished by the Ministry with their proposal in December, 1962, was not complete as the names of the two senior-most eligible officers had not been included. As the Departmental Promotion Committee, which was convened in pursuance of the proposal made in December, 1962, had made their recommendations on the basis of an incomplete seniority-list furnished by the Ministry, these recommendations had to be reviewed and a fresh panel for promotion to the higher posts prepared, taking into account the correct seniority-list".

The Committee have been informed that the above cases pointed out by the Union Public Service Commission relate to the period prior to the issue of necessary instructions by the Ministry of Home Affairs on the 14th April, 1964.

**The Committee are not happy at the state of affairs disclosed by these cases. The furnishing of complete and correct information to the Departmental Promotion Committees should not require reiteration of instructions or reminders from the Ministry of Home Affairs.**

**They hope that, in future, all such irregularities would be properly investigated and responsibility for the lapses determined so that action could be taken against persons responsible for default.**

#### *Appointment of Specialists as Administrative Heads*

44. The Commission of Enquiry on Emoluments and Conditions of Service of Central Government Employees. (1957-59) had received memoranda on behalf of officers belonging to the specialist classes viz., scientists, engineers, etc. that they should be more freely appointed to administrative and secretariat posts and that the principal specialist officer should have direct dealings with the Minister without any interposition of an administrative officer. The agency of administrative officers only became a transmitter of professional or specialist advice, not unoften failing to transmit or interpret it with clarity and precision with which the specialist officer himself can do.

While the Commission have not made any recommendation on the problem, their observations are worth noting:—

“Where the work of a Department is mainly technical, it is desirable, in our view, that the Secretary should be a person who, while possessing administrative ability and capable of taking a broad Government-wide view of matters, has a technical background in the particular field. In a Department, which has a considerable amount of technical as well as administrative work, the Secretary may be either a technical officer with proved administrative capacity or a generalist administrator; technical officers should not be excluded from the field of choice, on *a priori* considerations, but should be considered on merits.”

Asked to state the percentage of Ministries, Departments in the Central Government, the heads of which were drawn from Central Services Class I, the representative of the Ministry stated during evidence that the percentage was only 17·5. He added that “there has not been any formal decision or any elaborate discussion on the subject but it is generally accepted that in a scientific department or in a department where bulk of the work is of a technical nature, it would be desirable to have a scientific or technical man as its head”.

Ridley and Blondel, in their book on “Public Administration in France” have compared thus the role of technicians in the British and French systems of Government:

“In Britain technicians are only expert advisers, advising the administrative class of the civil service, responsible with the Minister for all major decisions. In the French system, experts are themselves in charge of administration. Indeed, there has never existed in France a class of general administrators without specialized training, as it was conceived in Britain... In most ‘technical’ ministries (e.g. Ministry of Industry, Ministry of Public Works and Transport, Ministry of Health and Population) many of the highest posts are held by members of the technical corps. The more technical a division is, the less likely it is to be headed by a member of the general administrative class (i.e. by a civil administrator)”.

The Committee are generally in agreement with the observations of the Second Pay Commission referred to above and hope that Government would take practical steps to induct a larger number of officers with technical background, training and experience as

**administrative heads of institutions, departments/ministries dealing with scientific, industrial and technical subjects**

The Committee would also like the Secretaries of Ministries/Departments to so deal with matters of technical nature that the technical advisers do not have the apprehension as expressed to the Second Pay Commission that their views do not get properly transmitted to the Minister.

The Committee would like to observe *en passant* that there is a widespread feeling among the services that the officers belonging to the I.C.S. and I.A.S. regard themselves as an exclusive group, unnecessarily exacerbating feelings that generate interservice rivalry. The Committee hope that members of the I.C.S. and I.A.S. would avoid such attitudes towards the other services and would, instead, by their conduct, set high example of dedicated service which may inspire the other services.

### C. Indian Economic and Statistical Services

*Ministry of Home Affairs Directly Administering Certain Services.*

45. The Ministry of Home Affairs is directly responsible for administration and overall control of the Indian Economic Service, the Indian Statistical Service, the Industrial Management Pool and the Central Secretariat Services.

Asked to state how long it would be necessary for the Ministry of Home Affairs to administer and control directly the Indian Economic Service and the Indian Statistical Service, the Committee have been furnished with the following reply:

“There is no one specific Ministry which can be said to be the Ministry concerned with either the Indian Economic Service or the Indian Statistical Service since as many as 25 Ministries/Departments of the Government of India and one Union Territory are participating in the two Services. Therefore, since it is not possible for any single participating Ministry to administer each of these two Services, the Ministry of Home Affairs in consultation with the two Service Boards, is the controlling authority discharging necessary functions of coordination for running the Services”.

Government consider it neither possible nor necessary to decentralise these services to the same extent as the other Central Services like the Central Secretariat Service, because the overall strength of the Services is not large and the number of posts under each participating Ministry|Department is so small that the Ministry|Department cannot run separate cadres.

*Strengths of Indian Economic and Statistical Services*

46. The Indian Economic Service and the Indian Statistical Service have been constituted in February, 1964, after a screening of the existing holders of posts included in the two Services, conducted by a Selection Committee of the Union Public Service Commission. The number of posts\* included in two services are indicated below:

Grade	No. of posts			No. of Candidates recommended by the UPSC	No. of Candidates appointed to the Grade
	Perma- nent	Tempo- rary	Total		
I	2	3	4	5	6
<i>Indian Economic Service</i>					
I	10	5	15	22	14
II	11	4	15	12	14
III	69	26	95	86	37
IV	155	44	199	157	150
TOTAL	245	79	324	277	265
<i>Indian Statistical Service</i>					
I	6	2	8	12	8
II	5	2	7	10	7
III	41	13	54	42	46
IV	83	33	116	112	112
TOTAL	135	50	185	176	173

The scales of pay prescribed for the various Grades of the Indian Economic Service and the Indian Statistical Service are as follows:

Grade I Rs. 1,300—60—1,600—100—1,800.

Grade II Rs. 1,100—50—1,400.

Grade III Rs. 700—40—1,100—50—1,250.

Grade IV Rs. 400—400—450—30—600—35—670—EB—35—950.

The quota for direct entry in the various Grades are as follows:—

Grade IV (Assistant Director). Not less than 75 per cent.

Grade III (Deputy Director). Not less than 25 per cent.

Grade II (Joint Director). Not more than 50 per cent.

\*At the time of factual verification, the Ministry of Home Affairs have stated that the authorised strength of the Indian Economic Service and the Indian Statistical Service has been revised. As on 1st August, 1965 the total number of posts (both permanent and temporary) in the Indian Economic Service and the Indian Statistical Service were 425 and 263 respectively.

The Committee have been informed that 'the authorised strengths of the two Services are being reviewed'. It is stated that pressing demands for nominations of officers are being received from various Ministries/Departments and for deputation on foreign service. The trend that has persisted over the past few years may be expected to be further intensified with increasing demand for economic analysis and statistical operations in Government both at home and in developing countries in Asia and Africa which are short of trained technical manpower and turn to this country for their needs either directly or through international agencies.

The Committee are of the view that the authorised strengths of the Indian Statistical Service and the Indian Economic Service should be finalised very early taking into account the requirements of the Fourth Five Year Plan.

They suggest that while fixing the strength of the Indian Statistical Service and Indian Economic Service, due provision should be made for deputation of officers to meet the requirements of other developing countries in Asia and Africa, where a number of officers belonging to these Services are already working\*.

They would also urge that the method and procedure of recruitment to these Services and arrangements for imparting theoretical and practical training to the existing personnel as also to new recruits, may be finalised very early\*\*

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\*At the time of factual verification, the Ministry of Home Affairs have stated that "The authorised strengths of the two Services have been revised and deputation reserves of 20 per cent of the permanent duty posts have been provided in both the Services with a view to meet the deputation requirements including those of other developing countries in Asia and Africa."

\*\*At the time of factual verification, the Ministry of Home Affairs have stated that "the schemes of training of the officers of the two Services were drawn up by two Ad Hoc Committees on Training and have been accepted by the Service Boards. The schemes envisage the training of direct recruits to Grade IV of the two Services over a period of a year and a half and also training of direct recruits to higher grades of the Services for a period of 3—6 months. The schemes also provide for in service training for senior officers in the form of refresher courses, specialisation courses and seminars. The Committee may be further informed that the Service Rules already provide for direct recruitment through the UPSC to Grades II and III of the two Services. The Rules are also being amended to make provision for direct recruitment through the UPSC to Grade I of the Service to the extent of 25 per cent of vacancies in that Grade. Direct recruitment to Grades IV of the two Services will be made on the basis of competitive examination to be conducted by the UPSC, the detailed scheme for which is being finalised."

The Committee need hardly stress that appointments to these services, particularly at the time of constitution, should be made strictly in order of merit recommended by the Union Public Service Commission\*

#### D. Central Secretariat Service

##### *Different Grades of Service*

47. The Central Secretariat Service originally consisted of the following grades:

Grade of Service	Date of Constitution	Categories of posts covered
I	July 22, 1950	Under Secretaries to Government of India and equivalent posts.
II	November 1, 1951	Superintendents or Section Officers senior scale.
III	Do.	Assistant Superintendents or Section Officers junior scale.
IV	Do.	Assistants.

Subsequently with effect from October 1, 1958 a Selection Grade, comprising officers of the Central Secretariat Service appointed to posts of Deputy Secretary to the Government of India or of equivalent rank, was also created. On the recommendations of the Second Pay Commission, Grades II and III have been merged with effect from July 1, 1959 to form a combined Section Officers' Grade. The Service now consists of the following Grades:

- (1) Selection Grade (Deputy Secretary or equivalent).  
Rs. 1100—50—1300—60—1600—100—1800.
- (2) Grade I (Under Secretary or equivalent) Rs. 900—50—1,250.
- (3) Section Officers' Grade Rs. 350—25—500—30—590—EB—30—800—EB—30—830—35—900.
- (4) Assistants' Grade Rs. 210—10—270—15—300—EB—15—450—EB—20—530.

\*At the time of factual verification, the Ministry of Home Affairs have stated "that appointments to these services at the initial constitution have already been made in 1964 and were strictly in order of merit recommended by the UPSC."

*Permanent and Actual Strength of Selection Grade and Grade I.*

48. The sanctioned and actual strength of the Selection Grade and Grade I of the Central Secretariat Service is as follows:

	Sanctioned Permanent Strength	Actual Strength as of 1-1-1965
Selection Grade	46 (including one supernumerary)	183
Grade I	375	404

The Committee understand that the permanent strength in the Selection Grade and Grade I of the Central Secretariat Service was fixed in 1955 and 1959\* respectively and since then, despite progressive increases in the actual strength in those grades, these have not been revised.

The Committee note that there is a wide gap between the permanent and the actual strength in these grades, particularly in the Selection Grade. They recommend that the permanent strength in these grades should be reviewed from time to time, preferably after every three years, so as to make it more realistic.

*Recruitment to Selection Grade and Grade I*

49. Appointments to the Selection Grade (Deputy Secretary and equivalent) are made by promotion of permanent officers of Grade I, having at least 5 years' approved service in that grade, on the basis of merit. For the purpose of promotion, a select list of officers of Grade I is prepared in accordance with the procedure prescribed by regulations by the Ministry of Home Affairs.

Appointments to Grade I (Under Secretary or equivalent) are made by promotion of permanent officers of the Section Officers' Grade having not less than 10 years' approved service in that grade, on the basis of merit. For promotion to Grade I, a select list of Section Officers is prepared in accordance with the procedure prescribed by regulations by the Ministry of Home Affairs.

\*At the time of factual verification, the Ministry of Home Affairs have stated that "The authorised permanent strength of Grade I of Central Secretariat Service was no doubt fixed as 375 in 1959 as mentioned in para 48 of the report, but it was reviewed and re-fixed every year thereafter. The strength was last reviewed and re-fixed at the same figure of 375 as on 1st May, 1965."



*Opportunities for Promotion to Grade I and above.*

50. Asked to state the average number of vacancies caused in each year as a result of resignations, retirements, casualties etc. in the selection grade and grade I of the Central Secretariat Service, the Committee have been informed as follows:

Year	Total No. of vacancies
<i>Grade I</i>	
1961 . . . . .	26
1962 . . . . .	27
1963 . . . . .	10
1964 . . . . .	5
<i>Selection Grade</i>	
1961 . . . . .	5
1962 . . . . .	12
1963 . . . . .	2
1964 . . . . .	1

During the course of evidence before the Committee, the representative of the Ministry stated that 8 officers had been promoted to the super time-scale pay during the four year period preceding December, 1964.

While the Committee recognise that the essence of the top administrative services is that they should have wide and varied experience, they consider that promotion to super-time scale and above should not be denied to men of proven ability and experience irrespective of the fact whether they belong to the Indian Civil Service/Indian Administrative Service or any other Central Services. The Committee would suggest that the Government should work out a scheme whereby selected Class I Officers from the Central Services are given opportunities to widen their outlook and enrich their experience by working in different Ministries and State departments.

*Permanent and Actual Strength of S.Os and Assistants*

51. The authorised permanent strength and actual strength of Section Officers' Grade and Assistants' Grade as on the 1st October, 1962, when control over these posts was transferred to the administrative Ministries, was as follows:

	Authorised Permanent Strength	Actual Strength
Section Officers' Grade . . . . .	1400	1813
Assistants' Grade . . . . .	4250	4847

The Committee have been informed on the 4th April, 1965 that the 'present sanctioned and actual strength' of these grades of the Central Secretariat Service is as follows:

	Sanctioned strength	Actual strength
Section Officers' Grade . . . . .	1544	1505
Assistants' Grade . . . . .	4722	4402

*Section Officers' Grade*

52 Appointments to Section Officers' Grade is partly by direct recruitment and partly by promotion. For a period five years from October 1, 1962, it has been laid down that 25 per cent of permanent vacancies would be filled by direct recruitment on the results of the Combined Competitive Examination for Indian Administrative Service Indian Police Service Central Services etc. held by the Union Public Service Commission. The quota of direct recruitment would be raised from the existing 25 per cent to 33  $\frac{1}{3}$  per cent after October 1, 1967.

As regards promotion to Section Officers' Grade, during a period of five years from October, 1, 1962, all vacancies left over after accommodating the direct recruits are to be filled in equal proportion from the following three categories:

- (1) Permanent Assistants having 8 years' minimum approved service selected on the basis of seniority subject to the rejection of the unfit;

- (2) Persons selected on the basis of result of annual limited departmental competitive examination; and
- (3) Unabsorbed candidates of the limited competitive examination held in 1959 and 1960.

After October 1, 1967, the promotion to the vacancies left over after accommodating the direct recruits would be filled in equal proportion from the first two categories only.

The Committee note that the initial direct recruitment to the Section Officers' Grade is on the results of the Combined Competitive Examination held by the Union Public Service Commission for recruitment to All India Services and Central Services Class I etc. In the examination held in 1963, the percentage of marks obtained by the last ranking candidate appointed to Central Services Class I and Indian Police Service, was 46 per cent. Thus, the direct recruits appointed to the Section Officers' Grade are those who have secured less than 46 per cent marks in the Combined Competitive Examination.

The Committee have pointed out earlier\* that there has been both a quantitative and qualitative decline in the number of graduates taking the Combined Competitive Examination. This decline is all the more marked in the number of first class graduates appearing for the examination.

The Committee note that candidates who secure less than 46 per cent marks in the Combined Competitive Examination are being appointed directly as Section Officers. The Committee are not sure as to how far direct recruitment of candidates as Section Officers with such low marks has subserved the real objective underlying direct recruitment, namely to induct promising young blood in the Section Officers Grade. The Committee suggest that the system of recruiting Section Officers direct through the Combined Competitive Examination should be reviewed in the light of experience gained so far.

#### *Limited Competitive Examination 1959 and 1960*

53. One of the categories from which promotion is made to the Section Officers' Grade comprises unabsorbed candidates of the limited competitive examinations held in 1959 and 1960. This category will hold good till the 30th September, 1967.

The Committee have been informed that there were 194 candidates who secured 55 per cent and above marks, excluding those who

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\*Please see para 31

were taken on the list then. Out of this number, orders for the appointment of 17 candidates to the grade of Section Officer have been issued in 1964. 16 more were to be included in the select list for appointment as Section Officers.

Asked to state the considerations for holding good till the 30th September, 1967, the list of unabsorbed candidates of the limited competitive examinations held as far back as in 1959 and 1960 for the purpose of promotion to Section Officers' Grade to the extent of 25 per cent of permanent vacancies, the Committee have been furnished with the following reply:

"The examinations held in 1959 and 1960 were notified as competitive. However, as all the candidates recommended by the Union Public Service Commission on the results of the earlier examinations held since 1955 had been absorbed (due to easy vacancy position then), it was felt that the competitive nature of the examinations held in 1959 and 1960 was not sufficiently clear to all concerned. It was, therefore, decided that to the extent possible some of the left-over candidates from these two examinations should be absorbed over a period of five years and a provision was made to this effect in the Central Secretariat Service Rules, 1962."

The Committee fail to appreciate why 'the competitive nature of the examinations held in 1959 and 1960 was not sufficiently clear to all concerned,' though 'the examinations were notified as competitive.'

Even if the examinations are treated as qualifying, the concession is likely to benefit not more than 45 per cent of the total number of candidates included in that category if the present rate of absorption is any index.

The Committee understand that there would be no question of extending the concession beyond 30th September, 1967.

They would stress that this extraordinary concession should not be repeated as it is fraught with complications and is hardly fair to persons who would have been appointed to the Section Officers' Grade by promotion or through subsequent competitive examinations.

#### *Assistants' Grade*

54. Appointment to Assistants' Grade is partly by direct recruitment and partly by promotion. For a period of 3 years from 1st

October, 1962, 50 per cent of permanent vacancies are to be filled by direct recruitment on the results of the competitive examinations held by the Union Public Service Commission. After 1st October, 1965, the quota for direct recruitment would be increased to 75 per cent of permanent vacancies.

As regards the promotion quota, for a period of 3 years from 1st October, 1962, all vacancies left over after accommodating the direct recruits are filled from permanent Upper Division Clerks having put in not less than 5 years' approved service in that grade in order of seniority subject to the rejection of the unfit. After 1st October, 1965, the promotion quota, in relation to the direct recruitment quota, has been correspondingly reduced. Thus, from October, 1965, there would be direct recruitment to the extent of 75 per cent in the Assistants' Grade on the results of the competitive examination held by the Union Public Service Commission.

The Committee note that the percentage of direct recruits to the Assistants' grade has been increased to 75 per cent with effect from October, 1965. While they appreciate the Government's anxiety to induct a large number of promising young men into this important cadre at which level a good many cases dealt with by the Ministries/Departments are initiated and processed, they would like to stress two aspects relating to training and avenues of promotion of Assistants. The Committee have commented on the nature of training imparted to Assistants in para 77. As regards the avenues of promotion, the Committee wish it to be appreciated that in the last analysis, promising young men can be attracted to and retained in the Assistants' cadre only if they have adequate prospects for promotion. In this context, the Committee take note of the following statement made by the Deputy Home Minister in Lok Sabha in answer to a question on the 8th December, 1965:

"It is true that in each grade (Assistants, U.D.Cs. and L.D.Cs.) there are persons who have put in 10 years or more service and who have not had an opportunity for promotion. But, as stated earlier, promotion is not automatic and depends upon the availability of vacancies. According to available information, there are 64 Assistants, 151 Upper Division Clerks and 200 Lower Division Clerks who have reached the maximum of the pay scales of their grades but compared to the total number of duty posts in those grades, it cannot be said that stagnation in these grades is great. However, with

a view to improving the prospects of promotion of persons with long years of service, direct recruitment to the grades of Section Officer and Assistant has been temporarily reduced and direct recruitment to the grade of Upper Division Clerk has altogether been abolished."

The Deputy Home Minister further stated:

"there is a proposal under consideration to set up a committee to look into the grievances and suggest remedial measures. The Committee is proposed to consist of the Establishment Officer to the Government of India and representatives—one each from the Ministries of Defence, Finance and the Department of Administrative Reforms."

The Committee welcome the proposal of Government to set up a committee for looking into the promotion prospects of Assistants, Upper Division Clerks and Lower Division Clerks and for suggesting remedial measures. They hope that such a committee would be appointed without undue delay and directed to submit its report within a specified time.

#### E. Central Secretariat Stenographers' Service

##### *Grades, Scales of Pay and Strength.*

55. The Central Secretariat Stenographers' Service was constituted with effect from 1st December, 1951 and it was originally divided into the following grades:

Grade I'	. . . . .	Private Secretary to Secretary/ First P.A. to Minister.
Grade II'	. . . . .	Second P.A. to Minister and P.As. to Joint Secretaries.
Grade III'	. . . . .	Stenographers.

Initially, only Grade III of the Service was constituted. Grades I and II were constituted with effect from 1st May, 1955.

After considering the recommendations of the Second Pay Commission, Grades II and III have been merged with effect from the 1st July, 1959 to form a single combined grade of Stenographers (Grade II). The scales of pay of these two grades are as follows:

*Grade I* : Rs. 350—25—650

(An Officer of Grade II of the service promoted to Grade I is allowed a minimum initial pay of Rs. 400 in this scale).

*Grade II* : Rs. 210—10—270—15—300—EB—15—450—EB—20—530

The Committee have been informed that the actual strength of officers in various grades as on the 1st April, 1951, 1956, 1961 and 1964 is not readily available. However, the authorised and actual strength at the time of decentralisation of the Service with effect from the 1st October, 1962 was as follows:

Grade	Strength as on 1-10-1962	
	Authorised Permanent Strength	Actual Strength
I . . . . .	83	101
II . . . . .	1500	1723

The total number of posts in Grades I and II from time to time is given below :

Date	Number of posts	
	Grade I	Grade II
1-12-1951 . . . . .	73	873*
1-5-1955 . . . . .	103	1245*
1-5-1958 . . . . .	87	1652*
1-5-1959 . . . . .	89	1736
1-5-1960 . . . . .	93	1744†
1-5-1961 . . . . .	101	1770†

#### *Appointment and Promotion of Stenographers:*

56. Appointments to Grade II of the Central Secretariat Stenographers' Service are made by direct recruitment on the basis of competitive examinations held by the Union Public Service Commission.

Appointments to Grade I of the service are made by promotion on the basis of merit of permanent officers of Grade II of the Service who have rendered not less than 8 years' approved service in that grade.

\*These figures include figures in respect of erstwhile Grade III.

†Merged grade.

Asked to state the criteria adopted for making promotion 'on merit' of permanent eligible officers of Grade II, the Establishment officer has stated during the course of evidence that there is no competitive examination but the efficiency with which Grade II Stenographers do their work is considered as sufficient criterion for promotion to Grade I.

Under the Central Secretariat Service Rules, 1962, officers of Grade I of the Central Secretariat Stenographers' Service are eligible for appointment to the Section Officers' Grade. Out of the total authorised permanent strength of 1400 of the Section Officers' Grade in the various cadres, 37\* posts have been reserved for appointment of officers of Grade I of the Central Secretariat Stenographers' Service selected on the basis of merit for such appointment. Besides, the Ministry of Home Affairs, from time to time, specify the number, if any, of duty posts in the Section Officers' Grade to be reserved in any cadre for the temporary appointment of officers of Grade I of the Central Secretariat Stenographers' Service.

The Committee suggest that the rules for determining merit for promotion from Grade II to Grade I of the Central Secretariat Stenographers' Service, may be laid down for the guidance of all concerned.

*Private Secretaries/P. As. to Ministers:*

57. The Committee are informed that at present the posts of Private Secretaries/Personal Assistants to Ministers are regarded as personal posts and the incumbents thereto appointed at the discretion of the Minister concerned either from one of the established service or from outside. This leads to a considerable amount of uncertainty and anxiety among a sizeable section of staff as to their future.

The Committee consider it desirable to build up a separate cadre of officers to man the various posts in the personal secretariats of Ministers such as Private Secretaries, Assistant Private Secretaries, Personal Assistants etc. and that the practice of appointing persons to such posts at the sole discretion of Minister concerned may be discouraged. The scheme may also provide for secondment of officers from the All India Services or the Central Services to the proposed cadre.

#### F. Decentralisation of Central Secretariat Services

*Impact of Decentralisation:*

58. The Committee have been informed that 'in the interest of better personnel management and better utilisation of the training

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\*This figure is to be raised progressively to 74 by 1-10-1967.



and experience received in each Ministry', control over staff of the Central Secretariat Services upto and including the Section Officers' level has been transferred to administrative Ministries with effect from 1st October, 1962 in the case of the Central Secretariat Service and the Central Secretariat Stenographers' Service, and from 1st November, 1962, in the case of the Central Secretariat Clerical Service. At the time of allocating staff to the decentralised cadres, 'care was taken to see that the confirmation and promotion prospects (except for promotion in the case of Central Secretariat Stenographers' Service) in the near future, were as far as could then be foreseen, more or less even'.

As regards the working of the Scheme, the Committee have been informed as follows:

"The calculations made by the Home Ministry were, however, considerably upset soon after the decentralisation because of (i) declaration of the Emergency and consequent sudden expansion of some cadres; (ii) raising of the age of retirement; and (iii) location of surpluses by the Economy Committee. The position has been further disturbed on account of the reorganisation of Ministries/ Departments. The whole position is under consideration."

In a memorandum furnished to the Committee, by a retired officer of the Government of India, who had held very senior positions, it is stated that—

"It is of great importance that the Central Secretariat Services should have a wide experience of the various activities of Government. Too much or too rigid decentralisation of control in regard to Central Secretariat Services is likely to lead to results conflicting with this objective. While due regard must be paid to the claims of officers of the Central Secretariat Services working in a particular Ministry to a vacancy arising there, it is of even greater importance that the final decision for filling that vacancy should be influenced only by considerations of merit. Should the existing scheme for decentralisation affect, adversely consideration of merit, the scheme for decentralisation should either be scrapped or modified suitably with a view to ensure due consideration of merit in filling any vacancy."

Asked to indicate the steps taken by the Ministry to maintain effective check over problems relating to training of Assistants and Section Officers, seniority *inter se*, promotion etc. after the decentralisation of control, the Ministry have informed that even after decentralisation, control over the training of Assistants and Section Officers, has been retained in the Home Ministry. For this purpose, training schemes have been formulated and circulated to all Ministries. The importance of training has been brought home to all Ministries and they have been requested to nominate a senior officer in each Ministry/Department to watch the progress of training and to ensure that the training schemes are properly implemented.

As regards promotion, the minimum length of service has been prescribed in the Rules. If persons satisfying the minimum length of service are not available in any particular cadre, a panel of eligible officers from other cadres can be furnished to the cadre authority concerned by the Home Ministry. In the Ministry's opinion, the question of *inter se* seniority will arise in case of officers transferred from one cadre to another and it will be determined in accordance with relevant regulations, which have been notified. *Inter se* seniority will arise also at the time of selection to Grade I of the Central Secretariat Service, which is done on all-Secretariat basis. For this purpose, eligible Section Officers, working in the various cadres, will be arranged in a single list, as laid down in Regulation 5(2) of the Central Secretariat Service (Promotion to Grade I and Selection Grade) Regulations, 1964.

The Committee are not happy at the manner in which decentralisation has been brought about. They feel that it would have been advisable to implement the Scheme in accordance with a phased programme, decentralising one service at a time instead of *en block* decentralisation of all the Central Secretariat Services upto and including the Section Officers' level. This would have facilitated a smooth transfer of control and obviated difficulties which have followed in the wake of decentralisation.

The Committee note with concern that after decentralisation of control over posts upto and including those of Section Officers as from October/November, 1962, no single agency is, as a matter of course, responsible for collecting, keeping and processing vital service statistics in regard to various decentralised services. The Committee feel that without a regular and systematic study of these statistics, it would hardly be possible to keep a centralised watch over the growth of individual cadres or to take effective steps to correct imbalances in promotion prospects of the decentralised categories of

staff in different cadres. The Committee consider that the Ministry of Home Affairs who are "directly responsible for administration and overall control of the Central Secretariat Services" cannot disown their responsibility in this regard.

They suggest that the working of the Decentralisation Scheme, may be reviewed by the committee referred to in paragraph 54 with due regard to the needs of economy, efficiency, training and equitable channels of promotion.

## V. STAFFING OF SENIOR ADMINISTRATIVE POSTS AT THE CENTRE

### *Scheme for Staffing Senior Administrative Posts:*

59. A Scheme was drawn up by the Government and notified *vide* Ministry of Home Affairs Resolution No. F. 34 (3)-E.O./57 dated the 17th October, 1957 "to provide for systematic arrangements for manning senior administrative posts at the Centre of and above the rank of Deputy Secretary." The details of the Scheme are given in Appendix VI. The Ministry of Home Affairs, advised by the Central Establishment Board, are the controlling authority for purposes of this Scheme. According to the Scheme, appointments of individual Officers from any of the sources mentioned in the Scheme to posts covered by the Scheme are to be made on the advice of the Central Establishment Board and with the approval of the Appointment Committee of the Cabinet.

### *Central Establishment Board:*

60. The Central Establishment Board is an advisory body consisting of the Cabinet Secretary, the Home Secretary, a Finance Secretary and three other Secretaries. The Cabinet Secretary and the Home Secretary are its *ex-officio* Chairman and Member, respectively. The Establishment Officer to the Government of India, who is under the Ministry of Home Affairs, is the Secretary to the Board. The functions of the Board are, in brief, to make recommendations, having regard to the merits, claims and availability of all officers in the field of choice for any particular vacancy, to—

#### (i) Secretariat Posts—

all posts of and above the rank of Under Secretary (except posts of Additional Secretary, Special Secretary and Secretary);

#### (ii) Certain categories of non-secretariat posts.

The constitution and detailed functions of the Establishment Board and the function of the Establishment Officer are given in Appendix VII.

The Committee have been informed that during the last three years, there have been in all 20 cases in which the recommendations of the Central Establishment Board were not accepted. 18 of these

cases related to extension of tenure of officers already serving at the Centre. As regards the remaining two, in one case where an officer was already serving and the controlling Ministry were willing to release him for appointment under another Ministry, the Board thought that the officer should revert to the State; in the other case, the Board was not agreeable to the proposal of the Ministry to bring an officer who had reverted to the State only a few months back. All the differences of opinion were settled by the Appointment Committee of the Cabinet.

The Committee are of opinion that it would facilitate selection of officers by the Central Establishment Board as well as the Appointment Committee of the Cabinet if the Establishment Officer, who is the Secretary to the former, maintains a system of index-cards for the officers.

The Committee would stress that index-cards containing qualifications, experience and age of officers, may be so devised as to furnish at short notice names of all eligible officers, fulfilling the prescribed qualifications for a particular job. This would ensure not only that no officer who is qualified is omitted from consideration but also that the most suitable person is selected for the job.

To avoid any suspicion of Zonal or State bias in the disposal of cases at the Central level, the Committee would urge the Government to ensure that the bulk of officers in a Ministry|Department, particularly in senior administrative posts, do not hail from the same Zone or State either by domicile or cadre.

#### *Central Administrative Pool:*

61. One of the several sources for drawing officers to man the senior administrative posts at the Centre envisaged in the Scheme notified on the 17th October, 1957 is the 'Central Administrative Pool', details of which are given in Part III of the Scheme reproduced in Appendix VI. The purpose of the Central Administrative Pool is stated to be "to build up a reserve of officers with special training and experience for the purpose of economic administration and for maintaining continuity of knowledge and experience in the field of general administration."

The Committee commend the idea of a Central Administrative Pool to provide officers for manning senior administrative posts under the Central Government. They suggest that the Pool should

be gradually developed into a main source from which officers may be drawn to man the senior administrative posts under the Central Government.

The selection of officers to the Pool should be made by the Union Public Service Commission and should be based on the performance of the officers in the posts held by them under the State/Central Government.

The selection of officers to the Pool from the All India Services and Central Services Class I may be made keeping in view their respective strength so that there is a fair representation of all the services in the higher posts of the Central Government and no single service monopolises the top posts under the Central Government.

The Committee have in paragraph 44 already underlined the need for taking practical steps to induct a larger number of officers with technical background, training and experience as administrative heads of institutions, departments|ministries dealing with scientific, industrial and technical subjects. The Committee suggest that the Ministries/Departments dealing with technical subjects such as Agriculture, Science, Education, Economic matters etc. should be manned by officers belonging to the corresponding All India or Central Services.

The Committee also suggest that due stress should be laid on specialisation of officers in different fields and that officers should not be inter-changed as between different departments|ministries indiscriminately and frequently.

*Tenure of Officers Deputed to the Centre:*

62. The Scheme for staffing Senior Administrative Posts of and above the rank of Deputy Secretary contains the following provision regarding the period of tenure of officers deputed to the Centre:

“Officers who are borrowed for appointment to posts of or equivalent to Deputy Secretary will ordinarily revert to the parent State Cadre or Service on the expiry of four years and officers who are borrowed for appointment to posts of or equivalent to Joint Secretary and Secretary will similarly revert on the expiry of a period of five years.

In exceptional circumstances, however, where the public interest so demands, the tenure of an individual officer in the same post may be extended or curtailed with the concurrence of the lending authority.”

During the course of evidence the representative of the Ministry furnished the following figures relating to Indian Administrative Service Officers who had continued at the Centre as on the 1st September, 1964 beyond the normal period of tenure:—

Category of Officers	Period	Number
(1) Secretary/Additional Secretary and equivalent	Over five years	29
(2) Joint Secretary (or equivalent)	Do.	34
(3) Directors (Rs. 1800—2000)	Do.	7
(4) Deputy Secretary (and equivalent)	Over Four Years.	29
(5) Under Secretary (and equivalent)	Over Three Years.	8

The Committee observe that quite a large number of officers have overstayed the normal period of tenure at the Centre. The Committee are afraid that unless the period of tenure, laid down in the Rules, is strictly observed, the purpose underlying the declaration of these senior administrative posts as tenure posts at the Centre would be defeated. The Committee suggest that cases of all officers who have overstayed their normal tenure should be critically reviewed by the Government at the highest level.

The Committee need hardly stress that Government should ensure that once the orders of transfer of officers are issued, these should be implemented expeditiously to obviate accumulation of work due to uncertainty.

## VI. CONDUCT AND DISCIPLINE

### *Conduct of Employees*

63. The behaviour of public services both during and outside working hours is a matter of official cognisance. Character, integrity and behaviour of an officer are as important as his proficiency in specific work operations. The Central Civil Services (Conduct) Rules, 1955 accordingly provide that 'Every Government servant shall at all times maintain absolute integrity and devotion to duty.' The conduct rules have been evolved gradually. Government have over the years laid down instructions in respect of the following matters:

- (i) lending and borrowning by non-gazetted employees in 1869 and by gazetted officers in 1890;
- (ii) accepting gifts, in 1876;
- (iii) buying and selling houses and other valuable property, in 1881;
- (iv) entering into any pecuniary arrangements for resignation by one of them of any office under Government for the benefit of others, in 1842;
- (v) making investments other than those in immovable property and speculating, in 1885;
- (vi) promoting and managing companies, engaging in private trade and employment, in 1885;
- (vii) raising subscriptions by public servants, in 1885;
- (viii) being habitually indebted or insolvent, in 1855;
- (ix) accepting commercial employment after retirement, in 1920.

After the commencement of the Constitution, the following sets of Conduct Rules were issued:

- (i) All India Services (Conduct) Rules, 1954 issued under the All India Services Act, 1951;
- (ii) Central Civil Services (Conduct) Rules, 1955; and;
- (iii) Railway Services (Conduct) Rules, 1956.



The Committee on Prevention of Corruption (Santhanam Committee) (1964) which examined critically these Conduct Rules have pointed out in their Report that the following lacunae exist in them;

- “(i) There was no rule which cast a specific responsibility or duty on superior officers to keep a watchful eye on the integrity of other Government servants working under them.
- (ii) No rule made it clear that every Government servant is responsible for his actions except when he acts under the directions of his official superior.
- (iii) There was no clear specification of the conduct expected of a Government servant in the event of conflict between public duty and his private interest, though some of the points were implied but left unsaid.
- (iv) The rules relating to raising of subscriptions, acceptance of gifts, engaging in speculation, private trade or employment resulted in harassment and pinpricks in some respect and were inadequate in certain other respects.
- (v) The rule relating to submission of property returns was hopelessly out of date. Annual immovable property returns serve no useful purpose when the tendency in modern times is to hold assets otherwise than as immovable property.”

A statement showing the specific action taken by Government on the recommendations of the Santhanam Committee in respect of conduct rules is given in Appendix VIII.

The Central Civil Services (Conduct) Rules have been revised accordingly in the light of the recommendations of the Santhanam Committee and the revised Rules have been issued on the 30th November, 1964.

As regards the All India Services, the Committee are informed that the All India Services (Conduct) Rules, 1954, are being remodelled on the pattern of the revised Central Civil Services (Conduct) Rules, 1964 and will be promulgated after the State Governments have concurred with the draft Rules.

#### *Discipline of Employees*

64. In regard to discipline, the following sets of rules, though substantially similar, are applicable to different categories of Government servants:

- (1) All India Services (Discipline and Appeal) Rules, 1955.

- (2) **Central Civil Services (Classification, Control and Appeal) Rules, 1957.**
- (3) **Discipline and Appeal Rules for Railway Servants, other than those employed in the Railway Protection Force.**
- (4) **Civilians in Defence Services (Classification, Control and Appeal) Rules, 1962.**

The Central Civil Services (Classification, Control, and Appeal) Rules have been revised and the revised rules have been notified on the 24th November 1965. The new rules took effect from 1-12-1965. With the promulgation of these rules, the separate rules applicable to civilians in Defence Services have been repealed and now a common set of rules apply to those civilians and others, except the All India Services and the Railways who will continue to have separate rules.

The Committee have been informed that necessary action to modify the All India Services (Discipline and Appeal) Rules, 1955, suitably will be taken after the Central Civil Services (Classification, Control and Appeal) Rules, 1957 are revised in the light of the recommendations of the Santhanam Committee.

The Committee hope that the rules for regulating conduct and discipline in respect of All India Services will be suitably modified at an early date in the light of the recommendations of the Santhanam Committee.

#### *Joint Consultation and Compulsory Arbitration*

65. With the object of promoting harmonious relations and of securing the largest measure of cooperation between the Government, in its capacity as employer, and the general body of its employees in matters of common concern, and with the object, further, of increasing the efficiency of the public service, the Government of India have drawn up a Scheme for Joint Consultation and Compulsory Arbitration for Central Government Employees. The Scheme was approved by the Cabinet at its meeting held on the 18th September, 1963. The Scheme covers all regular civil employees of the Central Government, except:—

- (i) the Class I services
- (ii) the Class II services, other than the Central Secretariat Services and the other comparable services in the headquarters organisation of the Government;

- (iii) persons in industrial establishments employed mainly in managerial or administrative capacity and those who being employed in supervisory capacity, draw salary in scales going beyond Rs. 575/- p.m.;
- (iv) employees of Union Territories; and
- (v) police personnel, and personnel of Railway Protection Force.

The machinery is to supplement, and not replace, the facilities provided to employees to make individual representations, or to associations of employees to make representations on matters concerning their respective constituent services, grades, etc.

The Scheme envisages joint councils at the national level, departmental level and regional/office level.

The National Council is to consist of 25 members from the official side and 60 members from the staff side and will deal with matters affecting the employees generally, such as minimum remuneration, dearness allowance, pay of common categories of staff, e.g. clerks, messengers etc. It will have two standing committees one to deal with matters relating to non-industrial staff and the other for industrial staff.

The Departmental Councils are to have 5 to 10 members on the official side and 20 to 30 members on the staff side, and will deal with matters affecting staff employed in the department or departments concerned.

The Regional/Office Council will deal with regional or office questions. The strength of this Council will depend upon the size of the staff in the region or office.

The scope of the Councils will include all matters relating to conditions of service and work, welfare of the employees, and improvement of efficiency and standards of work, provided, however, that (i) in regard to recruitment, promotion and discipline, consultation will be limited to matters of general principles and (ii) individual cases will not be considered. Subject to the final authority of the Cabinet, the agreements reached between the two sides of a council will become operative.

In cases of disagreement between the official and staff side of a Council, compulsory arbitration has been provided. Arbitration will, however, be restricted to (a) pay and allowances, (b) weekly

hours of work, and (c) leave of a class or grade of employees. Cases of individuals are not to be subject to compulsory arbitration. Government can refuse to refer a dispute to arbitration if it is not in the public interest to do so. In such a case Government will record the reasons in writing and lay them before each House of Parliament.

The Board of Arbitration is to consist of three members one each from the official and staff sides of a Council with an independent person as Chairman. The members and the Chairman are to be appointed by the Minister of Labour the members being selected from a panel of 5 names to be submitted by the respective sides.

The Board of Arbitration will be guided by the general principles contained in any report of a commission appointed by the Government, and its recommendations will be binding, except when, on grounds affecting national economy or social justice, these are modified or rejected by Government. These will also be placed before Parliament, who can make modifications in the recommendations as it deems fit. Modification may extend to the rejection of a recommendation.

The Committee are informed that major employees' organisations have so far declined to accept the Scheme in its present form and as such it has not been possible to set up the machinery for Joint Consultation and Compulsory Arbitration. Efforts are, however, continuing to sort out the differences.

The Committee appreciate the object behind the Scheme for Joint Consultation and Compulsory Arbitration, but regret that it has not yet been possible to finalise the Scheme and put it into practice. They, however, hope that Government and the Employees Associations will continue efforts to reach an agreement on disputed aspects of the Scheme so that this useful machinery is put into operation without further delay.

## VII. TRAINING:

### *National Academy of Administration Mussoorie*

66. A beginning was made in 1947 for training of Indian Administrative Service officers with the establishment of the Indian Administrative Service Training School at Delhi. The School was primarily intended for imparting training to the young probationers of the Indian Administrative Service and Indian Foreign Service. In 1957 the Indian Administrative Service Staff College, Simla was started for imparting training to the over-age recruits to Indian Administrative Service from "open market" and for running refresher courses for officers of the Indian Administrative Service with six to ten years' service. The Staff College also provided training to the State Civil Service officers appointed to the Indian Administrative Service under the Special Recruitment Scheme. In September, 1959, the Indian Administrative Service Staff College, Simla and the Indian Administrative Service Training School, Delhi were merged in the National Academy of Administration which was set up at Mussoorie. The Director of the Academy is a very senior officer of the status of Additional Secretary to the Government of India. He has under him two Deputy Directors, several members of the teaching staff and research scholars.

### *Training to I. A. S. Probationers*

67. The probationers to the Indian Administrative Service who are recruited on the basis of the Combined Competitive Examination conducted annually by the Union Public Service Commission are given training at the National Academy of Administration, Mussoorie for a period of about one year. The training for the Indian Administrative Service probationers consists of a Foundational Course lasting five months (recently reduced to four months) which concludes with a written examination, and a stay at the Academy for the remaining seven months of the year for further training to cover the syllabus prescribed under the Indian Administrative Service (Probationers' Final Examination), Regulations, 1955. The probationers are thereafter sent to States to which they have been allotted and undergo practical training on the job for 10 to 20 months.

### **Foundational Course**

68. The syllabus for the Foundational Course conducted by the National Academy of Administration, Mussoorie, is, in brief, as follows:—

- (1) Evolution of the modern Indian State as a democratic, secular and welfare State; the theory of political organisation and the theories of State action. Survey of main currents of Indian history,—political, economic and social. The basic principles of Indian Foreign Policy—interplay of world forces and their impact on the foreign policy.
- (2) Indian cultural history including recent progress in science, arts and literature. Principles of phonetics and linguistics along with the common features of the various regional languages in the country—Sanskrit as the mother tongue—the greatness of Sanskrit as literature and as a unifying factor.
- (3) The Constitution of India—its evolution, basic principles and main provisions. Parliamentary democracy—its postulates and implications. Centre—State relationship. Role of Audit and other statutory bodies under the Constitution.
- (4) Public Administration—Principles, organisation and procedure—Machinery of Government—Central Ministries and Departments. Role of Civil Servant in a democratic and Welfare State. Relation between the Government and people—Communication and human factor in administration. Public corporations and other semi-autonomous bodies. Organisation and Methods and Vigilance. Public Services ideals, attitude and code of conduct.
- (5) (a) Indian economy—economic policy, development and administration—Policy formulation and economic concepts, rural development. Planning concepts and techniques. Performance of First and Second Five Year Plans; perspectives. Public Finance—Policy of budgeting, Fiscal legislation and administration. Public enterprises, cooperation.

- (b) Population trends and their impact on country's economy.
- (c) Principles of statistics and their value in the field of policy formulation and administration.
- (6) State and the Social Service—Socialism, Welfare State Sarvodaya, Gandhian Philosophy, Social Security and Social Welfare. Industrial relations and trade unions.
- (7) Science and Technology—impact on economy, administration and social institutions in general with particular reference to Indian conditions.
- (8) Law—Equity, jurisprudence, internal justice and personal laws. Public services and the laws and general principles underlying law of Torts, Law of Contract and Company Law.
- (9) Elementary psychology—basic instincts—crowd psychology—psychology of leadership.
- (10) Hindi.

The Committee note that though the syllabus for the Foundational Course has been comprehensively drawn up, it does not lay adequate emphasis on the understanding of problems concerning industry and commerce which have a vital bearing on the economy of our developing country. In regard to industry, the officers should be made aware of the industrial policy of India, the importance of basic industry, the role of public undertakings, the relationship between large and small scale industries, the problem of rural industrialisation, the need for self-sufficiency, and so on. In the field on commerce, the officers should have some idea about the modern trends in international trade, with particular reference to India's Balance of Trade, the urgent need of increasing exports to balance the import requirements, and the key role played by the price factor in determining the competitiveness of the country's products in the international market.

The Committee would also like the officers to be made fully aware of the limited resources which the country has at its command for the gigantic task of development and the need for husbanding them most carefully by effecting utmost economy in administration and outlay.

The officers should also be made aware of the importance of public relations in a democratic set-up. They should be encouraged to cultivate a sympathetic approach to problems and a readiness to redress genuine public grievances. In short, it should be the task

of National Academy of Administration not merely to act as a coaching institution for preparing the probationers for the prescribed examinations at the end of the term but to inculcate in them an awareness of the problems facing the country and a firm determination to solve them in a most effective and expeditious manner; there should be kindled in them a spirit for quest of knowledge, a sense of patriotism and service, a habit of study and a desire to improve the methods and conditions of work in whatever department or capacity they may be called upon to serve. Stress should be laid on speedy attention to public grievances and effective disposal of cases as justice delayed is almost justice denied. The main emphasis in training should be to generate in the trainees an outlook of service devoid of any feelings of bossism or bureaucratic mentality.

#### *I.A.S. Probationers' Final Examination*

69. At the end of training of one year at the Academy, the Indian Administrative Service probationers have to appear at a final examination conducted by the Union Public Service Commission. The syllabus of the final examination for the probationers of the Indian Administrative Service conducted by the Union Public Service Commission is laid down in the First Schedule to the Indian Administrative Service (Probationers' Final Examination) Regulations, 1955.

The examination consists of two parts; written examination and qualifying tests. The subjects for the written examination and the maximum marks allotted to each of the subjects are as follows:

Subjects	Maximum Marks
(1) Political Theory and the Constitution of India	75
(2) Basic Economic Principles and Five Year Plans	75
(3) Law <i>i.e.</i> , the Indian Penal Code, 1860, the Indian Evidence Act, 1872 the Code of Criminal Procedure, 1898 and the Code of Civil Procedure, 1908	75
(4) General Administrative Knowledge	75

In addition to the maximum marks allotted to each of the subjects, the Director, National Academy of Administration, also assesses the record in the Academy of each probationer and awards him such number of marks out of the maximum of 250 marks as he may, in each case, think fit.

The second part of the examination consists of qualifying tests in the following subjects conducted by the Director of the National



**Academy of Administration, Mussoorie on behalf of the Commission:**

- (1) riding;
- (2) a regional language; and
- (3) Hindi, except for candidates who are examined in Hindi as a regional language.

The Committee are informed that the method of training at the Academy is comprehensive and, apart from class room lectures, includes talks by eminent persons in their own fields. Besides lectures and class room work, tutorial classes, syndicate studies and group discussions form an important part of the training. The probationers are encouraged to think for themselves and to express themselves effectively. Equal importance is placed on out-door activities also. Cultural and educational tours are organised and encouragement given to hobbies like hiking, photography, music and horticulture. The Academy has a well equipped library for the benefit of trainees.

The Committee consider that the syllabus for the training of Indian Administrative Service officers in the second part of their stay at Mussoorie should cover in greater depth the subjects of commerce and industry with special reference to the role of small scale industries and the measures to bring about industrialisation in the country.

These officers should also be made fully cognizant of the problems facing the country in the agricultural sector and the need for concerted measures to overcome them. e.g., introduction of improved agricultural practices and implements, use of better seeds and fertilizers, soil research, research extension schemes etc., which are essential for achieving the badly needed increase in agricultural production to meet the requirements. They should also be made aware of the population problem and the measures necessary to check its alarming growth. The officers should also be given an understanding of the principles of rural economics, for an overwhelming majority of the people in this country live in the villages and it is of utmost importance that the officers should understand the problems of the rural populace.

The officers should be made fully conversant of the industrial policy of the Government. In view of the important role assigned to the public undertakings in the country's economy, it is also desirable that these officers should be made aware of the broad organisation of public undertakings and the contribution these are expected to make both in terms of goods and money to the exchequer. The

officers should also be made conversant with profit and loss statement of accounts of public undertakings, business and industrial administration and management accountancy so that they are made familiar at an early stage with the principal tools of executive control.

While the Committee do not wish to deny the importance of the written examination at the conclusion of their term at the National Academy of Administration, they feel that it is of utmost importance that the officers should have broad and firm understanding of the subjects. The Committee would suggest that the Academy should evolve suitable methods to bring about this desirable shift in emphasis. The Committee would like the officers to look back to the Academy as alma mater which inspires them with ideas of service, self-improvement and dedication to the cause of the country.

*Advisory Council for the National Academy of Administration*

70. Asked to furnish a list of non-official individuals/bodies who were consulted by the Government before laying down the syllabus of training for the probationers of the Indian Administrative Service and Central Services Class I, the Committee have been informed as follows:

“The syllabus for training of I.A.S. probationers at the National Academy of Administration, Mussoorie was framed in consultation with the State Governments and the U.P.S.C. only vide I.A.S. (Probationers’ Final Examination) Regulations, 1955. No non-official individuals/bodies were consulted while framing this syllabus.

Similarly syllabus for the Foundational Course at the National Academy, wherein probationers of I.A.S., and Central Services Class I are imparted training, was framed in consultation with the Ministries whose probationers are to undergo training at the National Academy. No non-official individual/body was consulted in the matter.”

However, recently, in pursuance of the recommendations made by the late Shri V. T. Krishnamachari in his Report on “Indian and State Administrative Services and Problems of District Administration”, Government have, by a Resolution dated the 20th July, 1965, set up an Advisory Council for the National Academy of Administration, Mussoorie, under the Chairmanship of Dr. D. G. Karve. Besides the Chairman, the Council consists of 24 members, half of whom

are non-officials. The term of appointment of the Chairman and Members of the Council is three years. The Council will advise "on the suitability of courses provided at the National Academy of Administration and on other important matters concerning the arrangements for the training of the higher services."

The Committee welcome the setting up of the Advisory Council for the National Academy of Administration. They have no doubt the Advisory Council would examine from time to time the syllabus of training so as to ensure that all subjects of significance to India's economy and public administration are adequately covered.

The Committee would also stress the need for close co-ordination between the National Academy of Administration, the Indian Institute of Public Administration, New Delhi, the Indian Institutes of Management, Ahmedabad and Calcutta, the Administrative Staff College, Hyderabad, the National Defence College, Delhi and the National Institute of Community Development, Hyderabad, so that there is an integrated approach in the training of administrative officers, both initially and afterwards.

#### *Training to I.A.S. Probationers in the Districts*

71. The Indian Administrative Service probationers, after completing their institutional training at the Academy and after the examinations are over, go to the States to which they have been allotted where they are put on practical training. The training given 'on the job' varies from 10 to 20 months.

In his Report on 'Indian and State Administrative Service and Problems of District Administration', late Shri V. T. Krishnamachari had, after discussion with the Chief Secretaries and the Development Commissioners of the State Governments, recommended that the training 'on the job' be fixed round about 18 months. The training period was recommended to cover the following:

- (a) Short period in the State Secretariat to enable the probationers to know at first hand the working of the Government Departments, their policies and programmes;
- (b) At Collector's office to know the working of revenue officials at various levels;
- (c) Treasury and accounts;
- (d) Settlement and land records;
- (e) Police office and inspection of police stations;

- (f) Development departments such as agriculture, co-operative Panchayati Raj, Community Development and National Extension Service, Minor Irrigation, etc.;
- (g) Sub-divisional office and
- (h) Magisterial and judicial work.

The Committee are informed that: "the State Governments have accepted the broad sketch recommended by Shri V. T. Krishnamachari with such changes as were necessary taking into account the local conditions."

The Committee hope that the period of 'on the job' training of 18 months recommended by Shri V. T. Krishnamachari in his Report would be adhered to by all the States in actual practice.

They would also suggest that on the job training should cover a period of working in the Departments of Agriculture, Industry and Planning and a selected public undertaking so as to provide first hand experience to the officers in these important fields of public administration.

#### *Training to Officers of the Central Services Class I*

72. While the probationers of the Indian Administrative Service spent considerable time at the Training School on what may be called foundational and background subjects such as Indian history, Economics, Constitution, problems of Public Administration, the training given to officers belonging to other higher services, also recruited through the same Combined Competitive Examination, had a predominantly professional bias. The need for training of officers of the Central Services Class I in these subjects has been underlined in a note furnished by the Ministry to the Committee thus:

"It is now increasingly realised that such officers also should acquire an understanding of the constitutional, economic and social framework within which they have to function; for these largely determine the policies and programme towards the framing and execution of which they have to make their contribution. They should further acquaint themselves with the machinery of Government and the principles and distinctive features of public administration. For the higher classes of civil servants knowledge and understanding of their own departments is not considered enough. It is essential that they should have an

understanding of the whole machinery of Government and the inter-relationships of its different parts. In addition, civil servants should start their career with basic indoctrination and motivation for the public service. It is fundamental to any system of training that the civil servants at the very beginning of their career should be instructed in the aims and obligations of the service the ethics of the profession—political neutrality, integrity and impartiality—and to develop qualities of leadership in them. The higher civil servants set the tone for, and shape the outlook of the entire civil service. They have to learn that it is essential that public servants should not only be just and efficient but also human in their dealings. They should so conduct themselves that the citizen may feel assured that his personal feelings as well as his rights would receive due consideration at the hands of the public servant. The public is now far more concerned with what the civil servant does or fails to do.”

With the setting up of the National Academy of Administration, Mussoorie in 1959, officers of the Central Services Class I are also required to undergo the Foundational Course conducted by the Academy. At present, apart from the officers of the All India Services, officers of the following Central Services Class I attend the Foundational Course:

- (1) Indian Foreign Service.
- (2) Indian Audit and Accounts Service.
- (3) Indian Railway Accounts Service.
- (4) Transportation (Traffic) and Commercial Departments of the Indian Railways.
- (5) Indian Defence Accounts Service.
- (6) Military Lands and Cantonments Service.
- (7) Indian Postal Service.
- (8) Indian Income-tax Service.
- (9) Indian Customs and Central Excise Service.
- (10) Indian Ordnance Factories Service.
- (11) Indian Frontier Administrative Service.

**The Committee notes that, out of a total of 35 established Central Services Class I, officers belonging to only 11 Central Services attend the Foundational Courses conducted by the National Academy of**

**Administration** The Committee need hardly underline the importance for all the higher services, whether technical or non-technical, to have a basic understanding of the constitutional, economic and social frame-work within which they have to work and discharge their responsibilities. They recommend that the Foundational Course should be made compulsory for the new recruits to all the Central Services Class I and arrangements for training made accordingly.

The Committee also recommend that a systematic study be made of the training arrangements in the individual Ministries for the officers belonging to the Central Services controlled by them, with a view to find out their adequacy and to suggest improvements where necessary.

#### *Refresher Courses for officers of the Central and State Governments*

73. Refresher courses for officers of the All India Services and the Central Services are also conducted at the National Academy of Administration. It is stated that usually officers attend these courses after rendering 10 to 15 years of service and the course is evolved with a view to enabling officers of different Services coming from different parts of the country to get together, share their experiences, acquire a fresh understanding of the various problems that the country has to face from time to time and also make an attempt at an objective study of the administrative experiments undertaken throughout the country. The Committee are informed that during the refresher courses, the number of lectures dealing mainly with the recent trends in the various fields of administration is kept to the minimum and greater emphasis is laid on discussions, syndicate studies and seminars so that the officers are able to exchange their views and share their experiences with their colleagues.

So far, four refresher courses of about six weeks' duration each (one each during the years 1961, 1962, 1963 and 1964) have been conducted by the Academy. These courses are intended for about 25 officers *i.e.*, one from each State and 10 from the Central Government Departments. Such refresher courses of short duration for All India Service officers with ten to fifteen years seniority at regular intervals have been planned on the analogy of those obtaining in the Defence Forces. There is also a proposal to hold short term courses and seminars of a week to ten days' duration for more senior officers. The Committee learn that, in addition, short term courses of six to eight weeks' duration are being conducted by the Indian Institute of Public Administration for the officers of the Union and State Governments.

The Committee feel that the scheme for refresher courses for the officers of the All India Services and Central Services Class I requires to be drawn up more comprehensively and systematically, laying down definite courses of study for officers of different backgrounds and making it obligatory for officers of a certain seniority to undergo the courses. The Committee would in particular suggest that refresher courses may be made compulsory for an Indian Administrative Service Officer before he is appointed to the Selection Grade.

#### *Training to Secretariat Staff*

74. The need for providing adequate facilities for imparting training to all grades of Government servants in the Government of India Secretariat had been recognised for a long time. A concrete step in this regard was, however, taken only in 1948, when, in pursuance of the recommendations of the First Central Pay Commission (1947), the Secretariat Training School was set up in May, 1948, on a temporary basis. The School was placed on a permanent footing in 1957. It is now functioning as an attached office under the administrative control of the Ministry of Home Affairs. The School is under the charge of a Director, who is an officer of the status of Deputy Secretary to the Government of India. He has under him a number of Instructors of the status of Under Secretary and Section Officer.

#### *Training Courses conducted by the Secretariat Training School*

##### 75. The Secretariat Training School—

- (i) provides basic training to direct recruits to the—
  - (a) Section Officer Grade of the Central Secretariat Service;
  - (b) Assistant Grade of the Central Secretariat Service; and
  - (c) Lower Division Grade of the Central Secretariat Clerical Service;
- (ii) holds refresher courses for those already employed in the grades of Section Officer and Assistant;
- (iii) conducts special short training courses for Section Officers in charge of (a) Central Registry and Typing Pools, (b) Administration Establishment Sections, and (c) Cash and Accounts Sections;
- (iv) imparts training in Cash and Accounts matters to Assistants and Upper Division Clerks employed in the Ministries and their attached offices;
- (v) gives training in typewriting to the ministerial staff of the Government of India Secretariat and its attached offices;

- (vi) imparts training to the staff of certain semi-Government and autonomous bodies such as I.C.A.R., Delhi Municipal Corporation, I.A.C., State Trading Corporation, etc;
- (vii) imparts training to Stenographers Grade II of the Central Secretariat Stenographers' Service;
- (viii) provides training to Lower Division Clerks of Subordinate Offices; and
- (ix) conducts training course in work study/O&M techniques for the Section Officers of the Government of India and officers of comparable rank in the States.

#### *Training to Section Officers and Assistants*

76. Training is imparted to direct recruits to the Section Officers' and Assistants' Grades first at the Secretariat Training School and thereafter in the Ministries as follows:

*Section Officers.*—Direct recruits to Section Officers' Grade are, on their first appointment, deputed to the Secretariat Training School for 3½ months. They are then posted for further training to the Ministries for a period of 3½ months. On completion of this practical training, they return to the School for a further attachment for two months, when they receive general instructions found necessary in the light of their practical training and also a short course in work and methods study. Thereafter, they are posted to the Ministries for further training for a period of four months, on the expiry of which they are posted against regular duty posts of Section Officers. During the period of their attachment with the School, the trainees have to appear at a Preliminary as well as a final examination.

*Assistants.*—Direct recruits to the Assistants' Grade are, on their appointment, deputed to the Secretariat Training School for a period of 3½ months. Thereafter, they are posted to the Ministries for practical training and regular work. As in the case of Section Officers, during their attachment with the School, the trainee Assistants also have to appear at a Preliminary as well as a final Examination.

#### *Courses of Study for Section Officers and Assistants at Secretariat Training School*

77. The courses of study prescribed for the training of direct recruits to the grades of Section Officers and Assistants cover the following subjects:

- (i) Organisation of the Government of India Secretariat.
- (ii) Constitution of India—Parts V, VII and XIV.
- (iii) Planning and Economic Development.



- (iv) Office Procedure.
- (v) Rules of Procedure and Conduct of Business in Parliament.
- (vi) Financial Rules.
- (vii) General Rules and Orders governing the recruitment, conditions of service, conduct, discipline, etc. of Government servants.
- (viii) Foreign Exchange, Budgeting and Control.
- (ix) Typewriting.

The Committee consider that as Section Officers and Assistants constitute the base of the Central Secretariat, it is imperative that their training receives careful attention. The Committee would suggest that the syllabus for their training may be suitably enlarged so as to give them a better understanding of the social and economic problems of the country. Government may examine in this context what portion of the Foundational Course for Class I Services conducted by the National Academy of Administration could, with suitable modifications, be fitted into the programme of training for Section Officers and Assistants. Apart from training in rules and office procedure, the Committee would like Government to impress upon the young recruits, the imperative need for proper husbanding of Government's limited resources by effecting utmost economy consistent with a high level of efficiency, as also the idea of service to the public and of helping in the onerous task of development of the country.

They would also like the Government to review the refresher courses for Section Officers and Assistants so as to provide them an opportunity to equip themselves better to discharge their duties.

#### *Executive Training for C.S.S. Officers in States*

78. In order to broaden the outlook of officers of the Central Secretariat Service and to give them an insight into the working of the District and State administrations as well as field offices of the Central Government, a scheme of deputing selected officers of the service for executive training in the States has also been in operation since 1951. The period of this training is now fixed at 16 months. 115 officers have undergone executive training since the inception of the scheme.

**The Committee consider that the opportunity provided to Central Secretariat Service officers for training in States is a step in the right**

**direction. They consider that as this training programme has been in operation for 15 years, it would be advantageous to review it and effect improvements in the light of experience.**

*Courses of Study for LDCs at the Secretariat Training School*

79. The courses of study for the Lower Division Clerks cover the following subjects:

- (i) Organisation of the Government of India.
- (ii) A broad coverage of the Constitution of India.
- (iii) Office Procedure.
- (iv) General appreciation of the rules and orders governing the conditions of service, conduct, discipline, etc. of Government servants.
- (v) General introduction to the Financial Rules.
- (vi) Typewriting.

In addition to the theoretical training, the School arranges for screening of educational and information films from time to time. Further, as a part of the training programme, officers of the different Ministries are invited to give talks to the trainees during each course of training. Outside experts are also occasionally invited to give talks to the trainees. The trainees are taken round the important institutions and places of educational interest in and outside Delhi, with a view to broaden their outlook and give them a first hand knowledge of the working of these institutions and of the development activities of Government.

## VIII. ADMINISTRATIVE REFORMS

### *Need for Administrative Reforms in the Post-Independence Era*

80. During and after the last war, the Central Secretariat passed through a stage of phenomenal expansion over a relatively short span of time leading to considerable dilution of administrative talent, competence and training. In 1947 came Independence to the accompaniment of partition creating a host of problems and putting to severe strain the existing administrative system and the Services. The broadening of social objectives and the role of the State in the post Independence era and consequent transformation of the Government from primarily an agency for the maintenance of law and order to that of a prime instrument of social resurgence—a chief executive agency for the management of a progressive and planned economy and for the implementation of the diverse social welfare programmes—brought to the fore the need for a reappraisal of the administrative structure and the competence of the Services to handle the increased range and scope of their responsibilities.

### *Lalbai Committee Report*

81. The question of administrative reforms has been considered by several committees, experts and individuals. In the first instance, mention may be made of the Economy Committee appointed by the Government of India in January, 1948\* under the chairmanship of Shri Kasturbhai Lalbai which submitted their report on the 30th April, 1949. The committee *inter alia* recommended the creation of a—

“separate organization whose duty it will be to exercise strict control over the procedure and personnel of all the Ministries, with a view to find out whether officers at all levels are fully discharging the functions expected of them. . . . (and) to suggest improvements in the organisation and methods of work in the Ministries and other offices of Government.”

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\*Government of India Resolution No. F. 1 (1) OSD/Econ./48 dated 28-1-1948.

### *Gorwala Report*

82. In 1951, Shri A. D. Gorwala was requested by the Planning Commission to study the public administration of the country and suggest measures for bringing about improvements therein, especially in relation to the implementation of development programmes of the Central and State Governments. In his Report on "Public Administration" submitted on the 30th April, 1951, Shri Gorwala also spelled out thus the need for a separate central organisation within the Government of India, and for separate cells within the Central Ministries and State Governments, responsible for organisation and methods study and training:

"The lesson of the last four years is that an expert, coordinated and continuous body must exist which plans, supervises and constantly adapts to changing needs all the arrangements necessary for proper training, proper organisation and proper methods of work. The Central Government should immediately appoint a Director of Training, Organisation and Methods with the necessary officer and other staff. The Director would have two branches under him one on the training side and the other on the organisation and methods side. Ministries having a numerous clerical staff would also need small organisation and methods sections within themselves."

"In order to carry sufficient weight, the Director would have to be of Secretary's standing. Since up to now all work related to training and organisation has been done in the Home Ministry, it might be convenient for him to work from that Ministry to begin with, dealing directly with the Minister. . . . States too would be well advised to have Organisation, Methods and Training Sections, working directly under the Chief Secretary."

### *First Five Year Plan*

83. In 1952, when the first Five Year Plan was published, the problem of gearing up the capacity of the administration to undertake new responsibilities accompanying the task of development outlined in the Plan came up for review, the Planning Commission recommended *inter alia* that "the Central Government should have an organisation and methods division which should work in close cooperation with the personnel sections in the different Ministries."

*Establishment of the S.R.U. in the Ministry of Finance*

84. In 1952, the Economy Division of the Department of Expenditure, Ministry of Finance, also known as the Special Reorganisation Unit (now Staff Inspection Unit) was set up "with the objective of securing economy in staff consistent with administrative efficiency and evolving performance standards and work norms". The function of the Unit is "to keep the staffing position in Ministries/Offices under the Government of India under constant review in accordance with pre-determined programmes of work-measurement studies. The Unit also undertakes *ad hoc* review, on special requests, of Ministries/Offices not included in the programme as well as of public sector undertakings."

*Appleby Report*

85. In late 1952, the Government of India secured the services of Paul H. Appleby—a Consultant in Public Administration with the Ford Foundation—for a survey of public administration in India. His report, submitted in 1953, *inter alia* emphasised the need for the "establishment of a central office charged with the responsibility for giving both extensive and intensive leadership in respect to structures, management and procedures."

*Establishment of O & M Division*

86. In March, 1954, the Government of India found it necessary to set up, in addition to the Special Reorganisation Unit of the Ministry of Finance, an O.&M. Division in the Cabinet Secretariat with the object of improving the quality and methods of work, and speed in disposal and thereby securing maximum efficiency in administration. This Organisation was conceived "as a collective and cooperative enterprise in which the main effort was to come from the Organisation and Methods Cells in the Ministries under the charge of Organisation and Methods Officers to be designated out of their existing officers and the Central Organisation and Methods Division was to supply the necessary leadership and guidance."

*Committee on Plan Projects and Management and Development Administration Division of the Planning Commission*

87. In September 1956, in pursuance of the decision of the National Development Council, a Committee on Plan Projects was set up, with the object of achieving maximum economy and effi-

ciency in the use of financial and other resources in the Second Plan period. The terms of reference of the committee are as follows:

- “(i) to organise investigations, including inspection in the field, of important projects, both at the Centre and in the States, through specially selected teams;
- (ii) to initiate studies which the object of evolving suitable forms of organisation, methods, standards and techniques for achieving economy, avoiding waste and ensuring efficient execution of projects;
- (iii) to promote the development of suitable machinery for continuous efficiency audit in individual projects and in agencies responsible for their execution;
- (iv) to secure the implementation of suggestions made in reports submitted to the Committee on Plan Projects and to make the results of studies and investigations generally available; and
- (v) to undertake such other tasks as the National Development Council may propose for the promotion of economy and efficiency in the execution of the Second Five Year Plan.”

The committee continues to function. It is composed of the Ministers of Home Affairs, Planning and Finance and the Deputy Chairman of the Planning Commission. In addition, the Prime Minister as the Chairman of the National Development Council appoints two Chief Ministers of States as Members of the committee for each class of projects. The Union Minister concerned with the project or a class of projects under investigation is also a Member of the committee. The Minister of Home Affairs is the Chairman of the committee.

The Management and Development Administration Division of the Planning Commission, which is stated to be “the main limb of the Committee on Plan Projects” is a recent development “arising out of the need for more efficient management of major Plan Projects.” While Management Division is concerned with management problems relating to projects in the public sector, Development Administration Division is concerned with problems relating to the development and plan administration at the district level.

**Krishna Menon Committee:**

88. On the 10th April 1958, the late Prime Minister Jawaharlal Nehru, appointed a Sub-Committee of the Congress Party, under the chairmanship of Shri V. K. Krishna Menon, with the following terms of reference:

“The Committee will consider various types of State-owned Corporations, Companies, etc. and suggest how a broad supervision may be maintained over their activities by Parliament, without any interference in their day-to-day activities. The Committee will report before the Executive Committee of the Party for consideration.”

The Report of the Sub-Committee which dealt with various organisational and management aspects of the working of public enterprises, has been duly considered by the Government.

**Earlier Recommendations of the Estimates Committee:**

89. During their examination of the estimates relating to the Ministry of Finance (Department of Expenditure) in 1958-59, the Estimates Committee (Second Lok Sabha) had occasion to observe that:

“neither the S.R.U. nor the O.&M. Division and Units have fulfilled even a part of the expectations with which they were started. After many years of working both had to be reorganised, and even then it cannot be said that they have performed functions commensurate with the expenditure incurred on them. Rather, the Committee regret to note, considerable time and money have been spent on futile work and, as the impression goes, the O.&M. Units have perhaps considerably added to the useless procedures, and overburdened the already slow system of Secretariat working. The Committee consider that the time has come for a thorough review of the functions and the organisation of both the S.R.U. and O.&M. Division and the O.&M. Cells in the various Ministries. The Secretary, Department of Expenditure, during his evidence agreed with the need for such a review so as to assess whether the O.&M. Organisation was yielding good returns for the money spent. He informed the Committee later that the present incumbent of the post of Director, O.&M. Division, who had recently been appointed, would review the present work-

ing of the Organisation and offer his suggestions for improving it. The Committee feel that it would be desirable to associate with the Director during his review of the O.&M. working, one or two senior Secretaries to Government who had experience of the O.&M. work in their Ministries."

The Committee further observed that they—

"do not. . . . consider that there is adequate justification for maintaining the two organisations as distinct units under two different Departments. Since the Cabinet Secretariat has no executive functions to perform, the Committee recommend that the S.R.U. and the O.&M. Organisation—i.e. the O.&M. Division and the various O.&M. Units—be combined into a single organisation with a unified control under the Ministry of Finance as to enable the combined organisations to effect speedily economy consistent with efficiency."

*Mathrani's Report on O.&M. Division:*

90. In pursuance of the above recommendation of the Estimates Committee as also of the suggestion made during the debate on the Fourth Report of the O.&M. Division in Lok Sabha on the 9th December, 1958, a study of the working of the O.&M. Division was carried out by the Director of the O.&M. Division during 1959. The Director's Report was considered by the Central Economy Board who invited a number of Secretaries of other Ministries to participate in the discussions. As a result, the Estimates Committee were furnished on the 15th March, 1960, the following note setting out the different roles of the O.&M. Division and the Special Re-organisation Unit and measures taken to effect coordination between them:

- (a) O&M work should be mainly the responsibility of the Ministries themselves both in respect of their own organisation and their Attached and Subordinate Offices. The O.&M. Division in the Cabinet Secretariat being essentially only a nucleus cell for coordination, training and ensuring that necessary attention is being paid to the subject.

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\*Ministry of Finance (Department of Expenditure) O.M. No. 10(3)E (Coord)/59 dated 24th July, 1959.



- (b) The O.&M. officers of the Ministries concerned should utilise increasingly the method of work studies for carrying out their work in addition to the usual duties of such an officer, namely, an inspection of the various mechanisms of control which have been devised for the efficient disposal of work in the Secretariat and in organisations subordinate to it.
- (c) The S.R.U. should step up its training programme and train at least one team in each Ministry for work studies in as short a time as possible.
- (d) Until the Ministries have enough trained staff, the work studies should be conducted by the S.R.U. as hitherto according to an approved programme. The S.R.U. has accordingly been strengthened and the new staff has been detailed for appropriate duties after giving them a training of 12 weeks in work study.
- (e) The objectives of the O.&M. Directorate and of the S.R.U. are similar and complementary, but not identical, and each performs work of a distinctive character. Work study implies a study of organisational structure that gives rise to work, scheduling of work, procedures for carrying it out and staff measurement standards after a work simplification programme has been undertaken. During the process, other aspects than staffing also come under study. It is therefore necessary that the staff carrying out work studies should have close nexus with the Financial Adviser and the Head of the Unit should be able to participate in the internal discussions of the Finance Ministry. Similarly the O.&M. Division is concerned with the day to day functioning of the Secretariat with a view to the efficient despatch of business and has therefore to be in close touch with the Cabinet Secretariat. The location of the two units has been determined solely from the point of view of facilitating work.
- (f) Since both the Units cover practically the same organisations on various aspects of administration, there is a possibility of a certain amount of overlapping. This possibility is greater at a time when an intensive programme is being undertaken for carrying out work studies. It is difficult to visualise the State of affairs on a fairly long term basis in this matter. It has, therefore, been decided that, for some time to come, both the S.R.U. and

the O.&M. Division should be under the same officer to obviate duplication of work and possibility of divergent advice being offered and occasions for any impression by the Ministries that the Units concerned are performing identical functions. Since the officer concerned will also be Secretary, Committee on Plan Projects, this arrangement will provide unified direction of work relating to administrative improvement and cost reduction programme which are closely inter-related.

### *Measures for Strengthening Administration*

91. It was mentioned in para 19 of the Sixth Report of the O.&M. Division, a note on certain measures for improving administrative capacity had been drawn up for the consideration of the Government. Decisions on these proposals were announced in Lok Sabha in a statement laid on the Table on the 10th August, 1961 setting out the 'Measures for Strengthening of Administration'. (Appendix IX).

### *Committee on Administration*

92. On the 5th August, 1961, a high-powered 'Committee on Administration' was set up by the Government. According to the Office Memorandum of the Department of Cabinet Affairs\* constituting the Committee, it was to supplement the existing arrangements by providing a standing machinery for locating administrative deficiencies, facilitating decisions for their removal and assisting in speeding action on decisions. For this purpose, the Committee was to arrange for studies of specific problems and of specific sectors of administration and also initiate proposals for administrative improvement in consultation with other Ministries and Departments. A specific responsibility of the Committee was to watch and assist in the implementation of decisions which may be taken by Government from time to time for raising standards of efficiency. This Committee was also to resolve, where necessary, points of difference between the administrative Ministries and the Special Reorganisation Unit of the Ministry of Finance in respect of work studies carried out by the latter. The Secretariat for the Committee on Administration was originally provided by the O.&M. Division of the Cabinet Secretariat. The Committee has held in

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\*Department of Cabinet Affairs O.M. No. 2/28/61-O.&M. dated 5th August, 1961.

all 26 sittings upto March, 1966. The present composition of the Committee is as follows:

(1) Shri Dharma Vira, Cabinet Secretary . . . . .	Chairman
(2) Shri L.P. Singh, Home Secretary . . . . .	Member
(3) Shri L.K. Jha, Secretary to Prime Minister . . . . .	„
(4) Shri N.N. Wanchoo, Secretary, Ministry of Iron & Steel . . . . .	„
(5) Shri S. Ranganathan, Secretary, Ministry of Industry . . . . .	„
(6) Shri T.P. Singh, Secretary, Department of Expenditure . . . . .	„
(7) Shri G.R. Kamat, Secretary, Planning Commission . . . . .	„
(8) Shri N.K. Mukarji, Joint Secretary, Department of Administrative Reforms . . . . .	Member Secretary

#### *Department of Administrative Reforms*

93. In March 1964, a separate Department of Administrative Reforms was created in the Ministry of Home Affairs and the O. & M. Division was transferred from the Cabinet Secretariat to the new Department. The creation of a separate Department of Administrative Reforms has been justified by the Government thus:

“It could be asked why it was decided to break the unified control over the O. & M. Division, the Special Reorganisation Unit (now Staff Inspection Unit) of the Ministry of Finance and Committee on Plan Projects of the Planning Commission, and to create a new Department of Administrative Reforms, merging the O. & M. Division with it, particularly as the purpose of having this unified control was to avoid duplication of work. In answer it could be stated that this unified control was never intended to be a permanent arrangement and that this was made clear in para 3(d) of the Sixth Report of the O. & M. Division.\* This separation, and the creation of a full-fledged Department of Administrative Reforms were brought about by the need for operating on a vaster area than before and effecting improvement in administration on a large scale and by the shift in emphasis from mere economy and routine office procedures to administrative reforms in its broader sense. The work, and the workload justified the creation of a separate Department which could cover a large range of the varied and complex problems of Administration.”

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\*See para (f) of the Ministry of Finance (Deptt. of Exp.) O.M. No. 10(3) E(Coord)/59 dated 24th July, 1959 reproduced in para 90 of this report.

*Administrative Reforms Commission*

94. On the 5th January 1966, Government have set up\* a Commission of Inquiry to be called the Administrative Reforms Commission to examine the public administration of the country and make recommendations for reform, and reorganisation, where necessary. The composition of the Commission is as follows:

(1) Shri Morarji R. Desai, M.P.	Chairman
(2) Shri K. Hanumanthaiya, M.P.	Member
(3) Shri H. C. Mathur, M.P.	"
(4) Shri G. S. Pathak, M.P.	"
(5) Shri H. V. Kamath, M.P.	"
(6) Shri V. Shankar, I.C.S.	Member Secretary.

The Government Resolution setting up the Commission lays down its terms of reference as follows:

"The Commission will give consideration to the need for ensuring the highest standards of efficiency and integrity in the public services, and for making public administration a fit instrument for carrying out the social and economic policies of the Government and achieving social and economic goals of development, as also one which is responsive to the people. In particular the Commission will consider the following:

- (1) the machinery of the Government of India and its procedures of work;
- (2) the machinery for planning at all levels;
- (3) Centre-State relationships;
- (4) financial administration;
- (5) personnel administration;
- (6) economic administration;
- (7) administration at the State level;
- (8) district administration;
- (9) agricultural administration; and
- (10) problems of redress of citizens grievances.

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\*Ministry of Home Affairs (Deptt. of Adm. Reforms) Resolution No. 40/3/65-AR(P) dated 5th January, 1966 published in Gazette of India Extraordinary, Part I—Section I dated 5th January, 1966 (Appendix X).

Some of the issues to be examined under each head are listed in the schedule to this Resolution.

The Commission may exclude from its purview the detailed examination of administration of defence, railways, external affairs, security and intelligence work, as also subjects such as educational administration already being examined by a separate commission. The Commission will, however, be free to take the problems of these sectors into account in recommending reorganisation of the machinery of the Government as a whole or of any of its common service agencies."

Notwithstanding the attempts being made over the years to make the public administration responsive to the people, the Committee feel that the character of public administration has not qualitatively changed to reflect the shift in the character of the Government from mere law and order state to welfare state. Previously, the people had not much to bother with the Government officials, except to pay taxes and in connection with the maintenance of law and order; in all other matters they had to manage their own affairs. But since 1947, gradually the public administration has permeated into every phase and aspect of individual and social life. Education, health, supply of drinking water, food, clothing, industry and even agriculture and other aspects of social and individual life are to a very great extent controlled or regulated by the Government. So, the public services—through whom the administration is conducted—are expected to be servants of the people, otherwise these could become instruments of oppression. Any lapse on the part of the administration might cause not only wide-spread and acute distress in a particular area but also lead to failure in achieving the plan targets of the whole country. Failure to take effective cognizance of this radical change in the nature of the administration may be considered the most serious lapse on the part of the Government.

From a study of the various steps taken from time to time in regard to administrative reforms, the Committee are forced to the conclusion that though the need for reorganisation of administration was felt as early as 1947, the efforts, spread-over two decades, have resulted so far mostly in inconclusive experimentation and multiplication of committees and administrative units.

The Committee are constrained to note that this has even resulted in a sort of competition among different Departments of the Government to set up committees and units under their control. The Committee cannot avoid the feeling that this basic problem has not been faced with courage and determination; rather the issues have

been avoided by setting up several committees. As pointed out by the Estimates Committee in their 55th Report (SLS) as early as 1959, neither the Special Reorganisation Unit nor the Organisation and Methods Division have fulfilled even a part of the expectations with which they were started." As a matter of fact the Committee are inclined to think that while there has been no dearth of investigation into the problem by varied agencies, as a result of which many useful suggestions have been put forward from time to time, what has been lacking is the capacity to profit by those suggestions, and to take the requisite follow up action. While the Committee do not wish to comment on the scope and range of problems to be reviewed by the newly set-up Administrative Reforms Commission, the Committee cannot help expressing their conviction that what the country is in need of is a well-informed and dedicated administration which is prepared to look into and redress the grievances of the common man with promptitude and sympathy. The growing complexities of procedures and the interminable multiplication of agencies has only helped to make the confusion worse confounded for the common man. There is need for simplification of procedures; cutting out of superfluous and overlapping layers of supervisory staff and in general instilling into the administrative machinery an attitude which recognises that time is the essence of the matter and that justice delayed may verily result in justice being denied and may take a heavy toll of human expectations, which in democracy no one can afford to do with impunity. The Committee feel that it should be realised that by public profession of the social welfare objectives by Government and through propaganda and publicity undertaken by the political parties at the time of election campaigns, the people have become conscious of their rights which, if unfulfilled, might lead to frustration resulting in undesirable social and political consequences. It is also time that Government servants learnt the habit of thrift and economy in administration so that the ever mounting cost of non-plan civil expenditure can be arrested. What in short is required is quality, efficiency, initiative, and a willingness to help resolve common man's problems. While there is no denying that example of efficient and dedicated service is to be set by the higher echelons of service, the lower rungs should be equally free from any taint of dilatoriness, inefficiency and graft. The administrative machinery should be shrunk in the interests of integrity, better control, economy and efficiency, and discipline resuscitated. It has to be a workable system where premium is placed on work and efficiency and where slack and negligent work is made accountable and is visited by deterrent punishment without avoidable delay. The whole fabric of administration needs to be stiffened with the much needed dosage of discipline; the limbs should feel that they have

to carry out the instructions meticulously and efficiently without fear or favour. There should be adequate procedural changes so that individual responsibility for lapses could be fixed. At the same time the Government should evolve a procedure for sympathetic consideration of the staff grievances assuring them of minimum standard of living and adequate prospects in service.

It is the extent to which the Administrative Reforms Commission are able to face up to these problems and suggest guidelines for concrete action that will determine its impact.

The Committee hope that the Administrative Reforms Commission will be able to finish its labours with due expedition. It is high time that Government gave concrete shape, atleast in the Fourth Plan, to the high ideals of having an apparatus which breathes the spirit of a welfare state and at the same time meets the requirements of technological and economic development.

#### *Growth in Strength of Staff and Expenditure*

95. The Committee note from the Census of Central Government Employees published by the Director General of Employment and Training, Government of India, that the total number of Central Government employees—regular as well as non-regular—(excluding casual labour and those employed in statutory corporations, industrial undertakings and other bodies which are wholly owned or financed by the Government of India) as on the 31st March, 1963 was 23.49\* lakhs. The following Table shows the increase in the number of staff employed under Central Government during the period 1956-63:

Year	Employment in the Central Government Establishments (in lakhs)			Index of Employment Base 1956=100		
	Rlys. and P & T	Other Minis-tries/ Deptts.	Total	Rlys. and P & T	Other Minis-tries/ Deptts.	Total
1956	12.53	5.39	17.92	100.00	100.00	100.00
1957	12.92	5.47	18.39	103.11	101.48	102.62
1958	13.47	6.67	19.14	107.50	105.19	106.81
1959	13.91	5.98	19.89	111.01	110.94	111.00
1960	14.18	6.07	20.25	113.16	112.61	113.01
1961	14.58	6.36	20.94	116.35	117.99	116.86
1962	15.05	6.51	21.56	120.01	120.77	120.32
1963	16.09	7.40	23.49	128.30	137.28	131.09

NOTE :—The figures for the period 1956—1959 relate to 30th June of each year while the data for the subsequent period pertain to 31st March of each year.

\* Out of this, 22.01 lakhs were regular employees and 1.48 lakhs were non-regular employees (work charged personnel, contingency staff and locally recruited staff abroad)

The Ministry of Home Affairs have stated that the actual strength in the Central Secretariat\* (all Ministries and their attached offices), of officers of the rank of Under Secretaries and above as on the 1st April, 1951, 1956 and 1961 to 1965 is as follows:

	1951	1956	1961	1962	1963	1964	1965
Secretary (including Secretary General, Additional Secretary, Special Secretary and ex-officio)	N.A.	N.A.	50	47	53	63	64
Joint Secretary (including ex-officio)	N.A.	N.A.	84	85	96	96	116
Deputy Secretary (including ex-officio and Deputy Financial Adviser, Ministry of Finance) (Def. Div.) (excluding IFS and IFAS Deputy Secretaries in Ministry of External Affairs, Deputy Legal Adviser and Deputy Draftsmen in Law Ministry and Deputy Educational Advisers in Education Ministry)	N.A.	N.A.	193	202	227	217	225
Under Secretary (including ex-officio and Ass't. Financial Advisers in the Ministry of Finance) (Def. Div.) (excluding I.F.S. & IFAS Under Secretaries in Ministry of External Affairs and Asstt. Legal Advisers and Asstt. Draftsmen in Law Ministry and Asstt. Educational Advisers in Education Ministry)	N.A.	N.A.	434	431	443	424	418

\*It is also understood that there has been a marked increase during the last decade in the number of posts in the Commissioners scale, the tendency being to convert an appreciable number of posts of Secretaries to Different Departments of State Governments into Commissioners posts.



The Table\* below gives details of salary and allowances of the Central Government employees and the total civil expenditure during each of the years 1956-57 to 1965-66 (Revised):

Year	Amount of Pay and Allowances		Total Civil Expenditure	
	Inclusive of Posts and Telegraphs	Exclusive of Posts and Telegraphs	Inclusive of Posts and Telegraphs	Exclusive of Posts and Telegraphs
	(Figures in crore of rupees, Figures in brackets represent percentage increase as compared to previous year).			
<i>Second Plan</i>				
1956-57	87.35	N.A.	469.97	N.A.
1957-58	102.69 (17.5)	N.A.	627.70 (33.5)	N.A.
1958-59	114.25 (11.2)	75.82	730.81 (16.4)	666.02
1959-60	126.91 (11.1)	86.56 (14.1)	843.99 (15.4)	773.54 (16.1)
1960-61	135.23 (6.5)	89.69 (3.6)	954.15 (13.00)	871.75 (12.6)
<i>Third Plan</i>				
1961-62	146.66 (8.4)	98.40 (9.7)	1027.56 (7.7)	933.02 (7.0)
1962-63	155.54 (6.0)	102.14 (3.8)	1227.10 (19.4)	1121.27 (20.1)
1963-64	177.19 (13.9)	117.12 (14.6)	1379.12 (12.3)	1260.27 (12.4)
1964-65	197.96 (11.7)	125.83 (7.4)	1499.20 (8.6)	1365.01 (8.2)
1965-66 (Revised)	231.72 (17.0)	147.74 (17.4)	1655.89 (10.4)	1505.87 (10.3)

The Committee observe that notwithstanding the existence of Staff Inspection Unit since 1952 and the setting up of an elaborate Department of Administrative Reforms in 1964, the expenditure on the pay and allowances of staff excluding Post and Telegraph staff, in 1965-66 showed an increase of 64.7 per cent as compared to that of 1960-61. This bears testimony to the fact that the measures taken so far by the Government have not been able to achieve their underlying objective of economy by increasing efficiency. The Committee

\*Based on Explanatory Memoranda on the Budget of the Central Government.

apprehend that the increase is due not a little to multiplication of Departments e.g., Heavy Industries, Social Security etc., which have lately been shuffled and reshuffled at short intervals without strictly correlating the staff strength to the work-load.

Government have also not been able to check effectively the growing disease of marking files to a number of officers in the hierarchy which results not only in engaging the time of a large number of officers but also in blurring individual responsibility. With few exceptions, the complexities of procedures have grown more and not less with the advance of planning. To quote one instance, there are endless number of overlapping returns to be called and analysed but which have not been placed on any rational basis so far.

The Committee feel that creation of more and more clerical posts should not be sought to be sanctified as having provided an avenue for resolving the problem of unemployment. The Government should provide to them purposeful and productive jobs so that the excess of manpower is utilised gainfully rather than wasted in surplus and superfluous jobs. The Committee apprehend that due to failure of the Government to fix the appropriate norms of work for clerical staff and due to the reduction in the output of work by the employees, there has been a rise in the number of staff.

There is also the need for ensuring coordinated and integrated action and primary need for so running the Administration that it does not weigh as a burden on economy. Judged by these criteria, it cannot be said that perceptible success has been achieved.

It is hardly necessary to emphasise that the Government should set an example by effecting maximum economy in the administrative expenditure. The Committee consider that the tendency to create additional posts should be severely curbed and there should be insistence that each man puts in conscientiously his quota of work fixed by proper standards. There is no reason why the techniques of productivity cannot be applied scientifically to the apparatus of the Government to effect economy and improve efficiency. Government should also consider the question of rationalisation of the structure of ministries/departments attached offices with a view to ensure compact, integrated working; and avoid the multiplication of departments/attached offices which leads to runaway expenditure being incurred on staff establishments.

## IX. MISCELLANEOUS

### *Deputation of Officers to Public Undertakings*

96. The Committee have been informed that as on the 31st December, 1964, as many as 115 Indian Administrative Service Officers, besides a number of officers belonging to other established services, were on deputation to public sector undertakings. Asked whether the desirability of restricting the deputation of Indian Administrative Service officers to the public sector undertakings has been considered in the light of the general shortage of Indian Administrative Service officers, the Ministry have intimated that the requirements of Indian Administrative Service cadre envisaged at the last triennial review of the cadre took into account "the increasing needs not only of general administration but also of the plan requirements". Moreover, according to the Ministry, "as far as the immediate needs are concerned... the gap (in the direct recruitment quota) revealed in the last triennial review of the Indian Administrative Service cadres is largely a paper gap against which recruitment at an enhanced rate must be continued so that further needs can be provided for in due time." Justifying the deputation of Indian Administrative Service officers to public sector undertakings, the Ministry have stated that—

"with the shortage of managerial talent for these undertakings and the very important role which they are expected to play in the development plans of the country, it may be inadvisable to place any restrictions. Not only would the public sector projects benefit by the good deal of experience of men and matters which I.A.S. officers acquire in the course of their normal duties, but the administrative cadres themselves would also stand to benefit greatly by experience of management of industrial projects. It would also equip them to deal with better knowledge and understanding, the problems of creation of management of public sector undertakings on behalf of Government. It appears, therefore, to be in the larger interest of the country to allow the employment of officers, to the extent possible, in public sector undertakings".

Asked whether the officers belonging to the established services deputed to public undertakings receive any specialised training be-

fore they take up jobs in the public undertakings, the Ministry have stated that—

“...generally, selection is made on the basis of the previous experience, educational qualifications and background of the officers while in Government service, and only such persons who are likely to meet with the requirements of the posts in the public sector undertakings are taken on deputation. However, even in the undertakings, they are usually appointed in positions where what would be required of them is administrative ability and efficiency acquired during their career in Government service and not so much any specialised type of knowledge that would be specially required for a technical industry. The elementary knowledge of the industry or technology with which the public sector undertaking is concerned and which would be necessary for a proper discharge of the duties in the undertaking is expected to be acquired by the officers on deputation, during the course of their work in the undertaking itself....”

The Committee are further informed that questions relating to manning of top posts in the public sector undertakings with special reference to remuneration, terms of service and relationship to the public services have been considered by a Committee of Secretaries headed by the Cabinet Secretary and a summary of the recommendations of the committee, as approved by the Government, has been circulated in October, 1965 for implementation by various authorities concerned on the lines indicated (Appendix XI). The salient features of the revised procedure are:

- (i) Classification of top posts in the undertakings on the basis of the “importance to the economy” of the undertaking and “the complexity of their problems” into four schedules. For jobs classified in each of the schedules, separate salary scales have been fixed as follows:

For Schedule A: 3500—125—4000.

B: 3000—125—3500.

C: 2500—100—3000.

D: 2000—100—2500.

These scales have been made effective from the 1st October, 1965.

- (ii) Panels for appointments to these posts will be maintained by the Bureau of Public Enterprises, under the supervi-

sion of Cabinet Secretary. These panels will include the names of experienced persons in different fields, in public undertakings, Government services, including Industrial Management Pool, retired persons and outsiders so that "the appointing authorities have a sufficiently wide range of choice at the time of selection." These panels will be available and have to be utilised by the appointing authorities at the time of selecting persons for such assignments in future.

- (iii) The appointments to top jobs are to be in the nature of contract appointments for a minimum period of four years which could be extended to six years; the appointing authority having the right to terminate the appointment after the first year. The period of contract appointments in the case of retired persons would be 2 to 3 years. Removal thereafter is to be in exceptional circumstances like proven inefficiency, misconduct or ill health.

While the Committee appreciate the efforts that are now being made to systematise appointments to the top posts in public undertakings by drawing up panels from all available fields, they need hardly stress that in the last analysis the success of an undertaking is largely determined by the kind of leadership which is provided by the top echelons of service.

The Committee suggest that suitable arrangements should be made for providing an intensive course of training to officers, who are deputed for the first time to public undertakings, in fundamentals of business and industrial management, with special reference to management accountancy, organisation and methods and the inter-relation between production and sale.

The deputation to public undertakings should not be allowed to become merely a rung in the steeple chase for higher and higher scales of pay and allowances for officers but should be based on the careful matching of the aptitude and proven ability of an officer with the known requirements of an undertaking.

The Committee would urge that the normal period of 3 years laid down for deputation of an officer to a public undertaking should not be shortened so that no officer can put forward the alibi of briefness of stay for failure to make any notable contribution; in fact, the period of deputation may be extended upto five years in suitable cases depending on the nature of assignment/public undertakings so that there is full opportunity to judge the deputationist's worth by

**results. Whatever be the original cadre of an officer deputed to a public undertaking, it should be made clear to him that he cannot escape from his accountability for the performance of the undertaking placed under his charge and that he would be judged by the results that he produces.**

**The Committee would also like to draw attention to the following observations made earlier in their 52nd Report (Third Lok Sabha) on "Personnel Policies of Public Undertakings":**

**"The Committee appreciate that in the initial stages it was inevitable to appoint persons from administrative services to man these posts. But as stated earlier, the Committee do not consider it desirable that public undertakings should rely on central services indefinitely, as it has the effect of diluting the administrative services as well. The more basic objection to such an arrangement is that the officers are a little casual in their approach to work because, if they are not successful, they can always go back to their parent departments. The arrangement also militates against the development of a sense of loyalty to the undertaking concerned."**

**The Committee consider that the public undertakings should be encouraged to systematically build up over the years their own managerial cadre composed of officers who are thoroughly familiar with the working of the undertaking and are thus in a better position to shape its policies and administration and produce results.**

#### *Grant of Deputation (Duty) Allowance*

97. Government have, on the 4th May, 1960, issued instructions\* for regulating the grant of deputation (duty) allowance to Central Government employees transferred on deputation to other Governments, departments or bodies (incorporated or not) wholly or substantially owned or controlled by the Government provided that the transfer is outside the regular line and is in the public interest. The deputation (duty) allowance is granted at a uniform rate of 20 per cent. of the employee's basic pay subject to a maximum of Rs. 300 p.m., provided that the "basic pay" plus deputation (duty) allow-

\*Ministry of Finance (Department of Expenditure) O.M. No. F. 10(24)-E. III/60 dated 4th May, 1961.

ance at no time exceeds Rs. 3000 p.m. Special rates of deputation (duty) allowance may be allowed in any area on account of conditions of living there being particularly arduous or unattractive. The administrative Ministries are competent to sanction the deputation in the terms specified\* by the Ministry of Finance in respect of their employees and those in offices under them. But relaxation of the conditions and principles requires the prior concurrence of the Ministry of Finance. These instructions do not apply to—

- (a) appointments on deputation to posts in the Central Secretariat such as Under Secretary, Deputy Secretary, Additional Secretary or Secretary to which separate instructions apply.
- (b) members of the All India Services.
- (c) appointments to posts whose terms are regulated under specific statutory rules or orders.
- (d) deputation to posts outside India.

These instructions, however, apply to cases of appointment of employees of State Governments to posts in the Central Government or *vice versa*.

Asked to state the underlying principles of granting deputation (duty) allowance to officers, the Ministry have stated that the allowance is granted 'as an incentive to the employees for offering themselves for duties in the new posts'.

In view of the fact that the grant of deputation (duty) allowance is subject to the proviso that "the transfer is outside the regular line and is in the public interest", the Ministry had been asked to state whether Government had laid down criteria for determining each of the two conditions. The Ministry have stated in reply as follows:

"No general instructions to decide whether or not a particular transfer is outside the regular line have been issued by the Finance Ministry. However, if an officer, who under the terms of his appointment is not ordinarily liable for transfer to any other post or cadre, is transferred to such post in the public interest, he is treated as having been transferred outside the regular line. Similarly, though the term 'public interest' has not been specifically defined, in actual practice, these transfers outside the regular line which are necessary in the interest of efficiency, public service or public good etc. are held to be transfers in public interest."

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\*Ministry of Finance (Department of Expenditure) O.M. No. F. 10(24) E. III/60 dated 5th May, 1961.

In reply to the question as to what check is exercised in this behalf by the controlling Ministries and the Ministry of Finance, the Ministry of Home Affairs have stated:

"The powers to grant deputation terms have been delegated to the administrative Ministries by the Finance Ministry's Office Memorandum No. 10(24)-E/III/60, dated the 4th May, 1961 and the Ministries are empowered to pay deputation allowance to the extent indicated without a further reference to the Finance Ministry if the conditions specified therein are satisfied. While deciding upon such transfers, the controlling Ministries satisfy themselves that such transfers as entail payment of deputation allowance are necessary and it is at the stage of allowing such transfers outside the regular line that a check is exercised by the administrative Ministries. The Ministry of Finance have laid down the conditions to be satisfied for the grant of deputation allowance to be admissible. If a deputation allowance is proposed to be paid in relaxation of the conditions laid down therein, then it can be, paid only after obtaining the concurrence of the Finance Ministry, which can exercise a check on the grant of such allowance at this stage."

The Committee have been informed that in terms of the Ministry of Finance O.M. of the 4th May, 1961, deputation (duty) allowance is also admissible to officers transferred from one post on deputation to another in Delhi not only under different Ministries but even under the same Ministry\* as is evident from the following data furnished by the Ministry for 1962-64:

Year	No. of officers transferred from one post on deputation to another in Delhi under the same Ministry including its attached and subordinate offices			
	Class I	Class II	Class III	Class IV
1962	25	66	137	1
1963	13	43	111	..
1964	32	73	163	3

\*At the time of factual verification, the Ministry of Home Affairs have stated that "subsequently orders have been issued by the Ministry of Finance in their O.M. No. 10(24)-E, III(B)/60 dated 14th October 1965, according to which deputation (duty) allowance will not be admissible in cases where the transfer, though outside the regular line or to an ex-cadre post, is within the same department unless such a transfer involves change in the nature of duties or assumption of higher responsibilities."



Year	No. of officers transferred from one post on deputation to another in Delhi under different Ministries including their attached and subordinate offices			
	Class I	Class II	Class III	Class IV
1962	33	83	282	I
1963	42	82	324	..
1964	52	124	398	..

The additional amount paid to Central Government officers and staff on deputation to Ministries/Departments in Delhi is indicated as follows:

	(Rs. in lakhs)
1962	4.23
1963	4.87
1964	5.81

The above figures are only illustrative. The magnitude of deputations in Delhi alone and the additional amount paid to officers on that account is really much more as the data furnished by the Ministry does not include the figures in respect of the Ministries of Health, Education, Works and Housing, Rehabilitation, Petroleum and Chemicals, Irrigation and Power, Community Development and Co-operation and Department of Revenue.

The Committee are not able to appreciate the rationale for the grant of deputation allowance to officers who are transferred from one post to another in Delhi under the same Ministry\* or even under another Ministry. There is also the possibility of the fiction of deputation being used as a means of adding to the remuneration of a few chosen employees. The Committee consider that Government should review the conditions governing the grant of deputation allowance with a view to ensure that it is granted only in exceptional cases where real hardship is involved or where incentive is absolutely necessary.

\*Please see footnote on previous page.

## X. CONCLUSIONS

98. Human society has moved far ahead from the days of the city States of the ancient India or of the Greeks or from the days of the Roman Empire; the modern State is entirely different from the State envisaged then or even in the days of Mauryan or the Mughal empire. The functions and principles of State as enunciated in Plato's Republic or Aristotle's Policies or the *Manav Dharma Shastra* of Manu or the *Arthashastra* of Chanakya can supply only the signposts of past history. Modern society is a very complex one and consequently all the institutions of the modern society, particularly the public administration, have also become very complex.

99. The modern State can be classified into two broad categories: democratic and totalitarian. As the administrative machinery has to be adapted to the nature of the State, there is bound to be some basic difference in the nature of the administration or public services in the totalitarian and the democratic set-up. In a democratic set-up, the public services or the administration do not become identified with the State as they do in a totalitarian State. But in the both, and more particularly in a democracy, it is the administration or the public services which have to undertake the responsibility not only of running the day to day administration but also of advising in the formulation of policy. It will not be correct to assume that the public services in any democratic state or for that matter in India have no say in the formulation of policy. The public services are expected to supply the expertise and the necessary advice to the Government in the formulation of policy. The implementation of policy is, of course, the principal responsibility of the public services.

100. The word 'bureaucracy' has generally been used in the past in this country in an opprobrious sense because during the struggle for independence, the Indian administration or the public services were neither responsive to public opinion, nor were the policies formulated always with their advice. Policies were mainly formulated in the Whitehall and transmitted from there; and the public services in India were expected to implement those policies without much regard for public feeling or sentiment. The word 'bureaucracy' and its role in our national life have, however, to be interpreted now in the context of independent democratic India.

101. Formerly it was a common concept that, that Government was the best which governed the least. But with the development of the concept of a Welfare State, there is a growing belief that to be a good Government, it should undertake wider and more comprehensive duties and obligations, and that, that Government is the best which does not fail to look after the social and economic needs of the community. The complexities of modern social and economic institutions and the ever increasing responsibilities of the State towards the people have resulted in tremendous expansion not only in the machinery for administering the diverse economic and social welfare programmes but also in the organs of administrative control.

102. The importance of public services, in such a set-up, therefore, needs no stress. The public services whether deployed in a Secretariat, in a public undertaking, in a university, in a research organisation, or in developmental works, occupy a pivotal position. They should be alert in understanding sympathetically the public feelings and aspirations and in taking speedy and suitable measures to assuage and fulfil them. It is for them also suitably to bring the grievances and aspirations of the public to the notice of the higher authorities, and to interpret the Government's policies to the people.

The public services should not only be responsive to public feeling and sentiments but should also be capable of educating the public opinion and using their discretion to accommodate and even pacify them where need be. There might be occasions when public passions are whipped up on a wrong issue or cause and directed in a wrong channel. On such occasions, it is the duty and responsibility of the public services to face and tackle people's demonstrations in such a manner as would inspire public confidence in their good faith, and to try as far as possible to satisfy them on the spot and to persuade them to be reasonable and patient. The Committee realise that such a situation poses difficult problems for the public services in so far as they are called upon to reconcile the rival claims of efficient administration on the one hand and the mass outburst for genuine or imaginary grievances on the other; but at the same time it is such a situation which present a real test for them. Any mishandling of such a situation on their part, or failure to rise to the occasion, can lead to disastrous results; which a tactful handling of the situation can save both the administration and the public from a lot of troubles, sufferings and losses.

103. The Committee feel that it is necessary for the public services not only to be alert and responsive but also to have intellectual and emotional rapport with the mind of the public so as to obviate public discontent and its consequences. For that they should

be informal and courteous with the public, consistent with official dignity. The members of the public services should be easily accessible to the public, particularly to the weaker section, and should promptly investigate into their complaints and take quick decisions to remedy their grievances.

104. The Committee consider that in the present times when the country is passing through the crisis of development, the responsibilities of the Secretariat staff are particularly onerous. First of all they have to be imaginative in understanding the public mind, either through their personal contact or through the reports of the local officials. Secondly, the decisions and the disposal of cases have to be quick to satisfy the public and avoid complaints. It is a common complaint that files in the Secretariat generally do not move unless they are chased by somebody. The delay in the disposal of files in the Secretariat often leads to unhealthy practice of the public approaching the politicians and legislators to interference in administrative matters. This is very often resorted to because of the public not getting speedy remedy or even any expeditious reply from the administration. The Committee have no doubt that interference of the legislators or politicians, whether in the Secretariat or local administration, should be avoided so as to encourage proper and objective decisions being taken without fear or favour. But, at the same time, the Committee is firmly of the opinion that the situations which necessitate such interference should also be avoided.

105. India is passing through a transitional stage. As the Committee have mentioned in the body of the Report, the transition from a mere law and order concept to that of a welfare State has not been fully reflected in the character of the administration. It should be realised by the administration that in the present circumstances any lapses on their part or even delays may adversely affect the implementation of the policies formulated by the Government and may even create social unrest. The Committee suggest that in the foundational course as also in the reorientation courses for the public services, proper emphasis should be laid on the above factors so that delays or lapses on the part of the administration may not accelerate or create social disorder.

NEW DELHI;

ARUN CHANDRA GUHA,

Dated the 19th April, 1956  
Chaitra 29, 1338 (Saka).

Chairman,  
Estimates Committee.

## APPENDIX I

(See Para 14)

*Note furnished by the Ministry of Home Affairs showing important differences in the rules governing railway employees as compared to those applicable to civil services.*

The basic principles underlying rules governing recruitment, discipline and other conditions of service of Railway servants are generally the same as those underlying the rules governing the other civil servants. But the Ministry of Railways have framed separate sets of rules applicable to all employees who are members of Railway Services or who hold posts under the administrative control of the Railway Board, including posts in the Railway Board itself, because Railway Ministry have full rule-making powers on all matters relating to Railway servants. partly due to historical reasons, the Railways having been taken over from a number of privately owned and controlled companies, and partly because they are a commercial department having their own separate budget and full responsibility for the staff under their control. Such of the differences as there are in the rules governing Railway employees pertain to matters of administrative detail. Some such differences are stated below:—

### RECRUITMENT

The method of recruitment follows the general pattern obtaining in civil services. While appointments to Class I and Class II posts are made by the administrative authorities in consultation with the Union Public Service Commission, according to the rules governing various posts for recruitment to Class III services, there is a separate Railway Service Commission, which is not found to be the case for recruitment to other Class III services. Appointments are also made by promotion to various grades. The differences that are found in the general conditions of recruitment like age, qualifications, etc. are according to the particular requirements of the posts concerned.

### DISCIPLINE

In the matter of discipline, the Railways follow the general pattern of the Central Civil Services (Classification, Control and Appeal) Rules, 1957, with a few differences. In the Railways, powers to place

an official under suspension and impose penalties on him, have been delegated to non-gazetted officers in the scale of pay of Rs. 250-380, as the staff are scattered all over the country in far-flung areas. The list of penalties includes "fines" and "stoppage of passes and/or P.T.Os." which do not obtain on the civil side. The rule do not provide for a "presenting officer" to present the department's case in a disciplinary proceeding. Moreover, arising out of certain commitments to the Labour Federation in the Railways, special provisions have been made in the Railway Discipline and Appeal Rules, which do not exist on the civil side, such as the presentation of a case with the assistance of an official of a Railway Trade Union (who may not be a Railway servant) grant of personal hearing to appellant which is mandatory, etc.

### GENERAL CONDITIONS OF SERVICE

*Conduct.*—Apart from differences of a verbal nature, rule 14 of the Railway Service (Conduct) Rules regarding insolvency and habitual indebtedness contains more detailed instructions than the corresponding rule on the civil side.

The existing Railway Services (Conduct) Rules correspond to the Central Civil Services (Conduct) Rules, 1955. While the Conduct Rules of 1955 on the civil side have been replaced by the Conduct Rules of 1964 in pursuance of the recommendations of the Santhanam Committee, corresponding changes in the Railway (Conduct) Rules are still under consideration. It has, however, been decided that in the rules relating to integrity, the Railway Conduct Rules will not make any deviations from the corresponding rules of the Central Civil Services (Conduct) Rules, 1964, without the express consent of the Ministry of Home Affairs.

*Pay, Leave, Pension, etc.*—The Railway Fundamental and Supplementary Rules which govern general conditions of service like pay, leave, etc. of Railway servants correspond to the Fundamental and Supplementary Rules applicable to all civil servants (other than Railway servants) under the Government of India who are subject to the rule-making control of the President. These rules do not, unless otherwise specified, generally apply to Railway servants who have been permitted to remain under the rules which governed them in the Railway Companies which were taken over by Government. The Railway Pension Rules also correspond to the provisions regarding pensions in the Civil Service Regulations. They are applicable to all Railway servants except those who have opted to remain under the old Contributory Provident Fund Scheme.

The conditions of service of Temporary Government servants on the civil side are regulated by the Central Civil Services (Temporary Service) Rules, 1949, which provide for the grant of quasi-permanent status to temporary Government servants so that they may enjoy benefits akin to those admissible to permanent Government servants in leave, allowances, disciplinary matters, etc. even if they are not made permanent. There are no corresponding rules on the Railway side.

## APPENDIX II

(Vide Para 32)

*Subject-wise distribution of candidates for IAS/IFS/IPS/Central Services.*

Optional Subjects	No. of Candidates					
	1962-63		1963-64		1964-65	
	Examined	Included in recommended list	Examined	Included in recommended list	Examined	Included in recommended list
1	2	3	4	5	6	7
British History . . . . .	1902	191	1417	195	1146	239
International Law . . . . .	1692	114	1391	168	1522	196
Indian History . . . . .	2151	152	1703	166	1527	175
Political Science . . . . .	1763	113	1252	161	1104	171
World History . . . . .	673	88	624	127	698	133
General Economics . . . . .	1420	85	1044	109	773	105
Law . . . . .	806	57	650	57	671	64
English Literature . . . . .	368	47	300	51	284	58
Mercantile Law . . . . .	1028	53	735	48	672	53
Physics . . . . .	185	29	173	19	198	29
Pure Mathematics . . . . .	380	30	330	22	292	27
Applied Mathematics . . . . .	262	33	204	15	173	20
Sanskrit . . . . .	121	15	127	13	143	20
Hindi . . . . .	238	7	249	13	258	18
Statistics . . . . .	256	16	185	9	179	17
Chemistry . . . . .	166	19	138	14	131	15
Geography . . . . .	173	8	161	14	168	13
Philosophy . . . . .	150	7	118	6	125	11
Advanced Accountancy and Auditing . . . . .	270	11	239	11	207	10
Zoology . . . . .	81	6	68	3	80	5
Geology . . . . .	54	2	44	3	43	5



1	2	3	4	5	6	7
French . . .	6	1	12 *	4	9	5
Applied Mechanics . . .	48	7	37	6	35	5
Prime Movers . . .	41	6	32	6	34	5
Botany . . .	85	6	93	3	75	4
Persian . . . .	14	2	..	..	4	1
Russian . . . .	..	..	..	..	2	1
Chinese . . . .	..	..	..	..	1	1
German . . . .	4	1	..	..	3	..
Arabic . . . .	..	..	..	..	2	..
Pali . . . .	..	..	..	..	1	..

### APPENDIX III

(See Para 37)

*Note furnished by the Ministry of Home Affairs indicating the progress made by Government in the matter of constitution of new All India Services.*

Legislation providing for the creation of three new All India Services in the fields of Forestry, Engineering and Medicine, viz., the All India Services (Amendment) Act, 1963, has been enacted on September 6, 1963. The Services will be constituted after the details are finalised in consultation with the concerned Ministries and the State Governments.

Steps that have been taken to bring the Services into being are the drawing up of cadre schedules, fixing of strengths of cadres of various States and formulation of recruitment rules. In particular the following action has been taken about the different Services:

#### INDIAN FOREST SERVICE

The comments of the Department of Agriculture on the Memorandum relating to this Service were discussed at inter-departmental meetings held in August-September, 1964 and on the basis of decisions arrived at a Memorandum for the Service was circulated to the State Governments on 30th November, 1964.

Necessary steps are being taken for obtaining particulars of State Service Officers for purpose of selection by the Special Selection Board in connection with the initial constitution of the Service.

The draft Cadre/Recruitment Rules and the draft amendment of the existing All-India Services Rules, e.g., Conduct, Discipline and Appeal, etc. have been referred to the State Governments for comments. Other draft rules/regulations will be forwarded to the Governments for their comments in due course.

#### INDIAN SERVICE OF ENGINEERS

The comments of the Ministries of Irrigation & Power, Transport and Works & Housing on the Memorandum relating to this Service have been discussed at inter-departmental meetings. The problems relating to encadrement of posts in the State Electricity Boards

which are autonomous bodies and to select officers for the Indian Service of Engineers (Power Branch) were discussed with the Chairmen of the State Electricity Boards and Secretaries to State Governments dealing with electricity on the 16th March, 1965. The points raised at this meeting have also been discussed at inter-departmental meeting on 1.5.65. Further action in this regard is being taken.

#### INDIAN MEDICAL AND HEALTH SERVICE

The comments of the Ministry of Health have been examined and the disputed points discussed at inter-departmental meeting held on 16.2.65. At this meeting no decision could be arrived at on some major issues, e.g., constitution of Central Cadre, confirmation in the Central Health Service, etc. The ultimate pay scales to be adopted for the I.M. & H.S. will have a direct relationship to those of the Central Health Service. I.M. & H.S. being an all-India Service, its scales of pay, etc. will have to be more attractive than the Central Health Service which is a Central Service. Since the question of revision of pay scales etc. of the Central Health Service is under consideration by the Health Ministry, the constitution of the I.M. & H.S. is being held up pending a decision on the Central Health Service.

#### INDIAN AGRICULTURAL SERVICE

AND

#### INDIAN EDUCATIONAL SERVICE

The concurrence in principle of all the State Governments for the constitution of these two All-India Services having been obtained, a Resolution under article 312(1) of the Constitution declaring that it is necessary and expedient in the national interest to create these two Services was moved in the Rajya Sabha and adopted on 30.3.65.

Two meetings were held with the representatives of the Ministry of Education on 24-5-65 and 25-5-65 to finalise the draft Memorandum on the Indian Educational Service. The Memorandum has been circulated to the State Governments for comments by the Ministry of Education on 25.5.65. The matter has also been discussed at Srinagar with the State Education Secretaries on the 4th June, 1965 and also at the Conference of State Education Ministers thereafter. The views on the Memorandum are awaited.

Action is also being taken to finalise details regarding Indian Agricultural Service in consultation with the Department of Agriculture and the State Governments. A scheme has already been circulated by the Department of Agriculture to the State Governments.

## APPENDIX IV

(See Para 38)

*List of Central Civil Services, Class I and Class II*

### **I. Central Civil Services, Class I:—**

1. Archaeological Service (Class I).
2. Botanical Survey of India (Class I).
3. Central Engineering Service (Class I).
4. Central Electrical Engineering Service (Class I).
5. Central Health Service (Class I).
6. Central Revenues Chemical Service (Class I).
7. Central Secretariat Service:—
  - (a) Selection Grade
  - (b) Grade I
8. General Central Service (Class I).
9. Geological Survey of India (Class I).
10. Indian Audit and Accounts Service.
11. Indian Defence Accounts Service.
12. Indian Foreign Service (Class I).
13. Indian Meteorological Service (Class I).
14. Indian Postal Service (Class I).
15. Indian Posts and Telegraphs Traffic Service (Class I).
16. Indian Revenue Service:—
  - (a) Customs Branch (Indian Customs Service, Class I).
  - (b) Central Excise Branch (Central Excise Service, Class I).
  - (c) Income-Tax Branch (Income Tax Service, Class I).
17. Indian Salt Service (Class I).
18. Mercantile Marine Training Ship Service (Class I).
19. Mines Department (Class I).
20. Overseas Communication Service (Class I).
21. Survey of India (Class I).
22. Telegraph Engineering Service (Class I).

- 23. Zoological Survey of India (Class I).**
- 24. Indian Frontier Administrative Service:—**
- (a) Grade I.
- (b) Grade II.
25. Central Legal Service (Grades I, II, III and IV).
26. Railway Inspectorate Service (Class I)).
27. Indian Foreign Service—Branch (B):—
- (a) General Cadre, Grade I.
- (b) General Cadre, Grade II.
28. Delhi and Himachal Pradesh Civil Service, Grade I.
29. Delhi and Himachal Pradesh Police Service, Grade I.
30. Indian Inspection Service (Class I).
31. Indian Supply Service (Class I).
32. Central Information Service:—
- (a) Senior Administrative Grade.
- (b) Junior Administrative Grade.
- (c) Grade I.
- (d) Grade II.
33. Indian Statistical Service.
34. Indian Economic Service.
35. Telegraph Traffic Service (Class I).

**II. Central Civil Services—Class II:—**

1. Central Secretariat Service, Section Officers' Grade.
2. Central Secretariat Service, Grade IV.
3. Central Secretariat Stenographers' Service, Grade I.
4. Central Secretariat Stenographers' Service (Combined).
5. Grades II and III.
6. Labour Officers' Service (Class II).
7. Central Health Service (Class II).
8. Indian Meteorological Service (Class II).
9. Postal Superintendents' Service (Class II).
10. Post Masters' Service (Class II).
11. Telegraph Engineering and Wireless Service (Class II).
12. Telegraph Traffic Service (Class II).

**13. Central Excise Service (Class II):—**

Superintendents, Class II (including Deputy Headquarters Assistant to the Collector) and District Opium Officers, Class II.

**14. Customs Appraisers Service, Class II:—**

Principal Appraisers and Head Appraisers.

**15. Customs Appraisers Service, Class II Appraisers.**

**16. Customs Preventive Service, Class II Chief Inspectors.**

**17. Customs Preventive Service, Class II Inspectors.**

**18. Income Tax Service, Class II.**

**19. Geological Survey of India, Class II.**

**20. Botanical Survey of India, Class II.**

**21. Survey of India, Class II.**

**22. Zoological Survey of India, Class II.**

**23. Central Electrical Engineering Service, Class II.**

**24. Central Engineering Service, Class II.**

**25. Indian Salt Service, Class II.**

**26. General Central Service, Class II.**

**NOTE:—***Class I and Class II posts which have not been included in particular services are deemed to belong to the General Central Service, Class I and Class II.*

## APPENDIX V

(See Para 41)

*Statement furnished by the Ministry of Home Affairs showing the reasons for delay in offering appointments to candidates mentioned in Appendix XV of the Fourteenth Report of the Union Public Service Commission.*

S. No.	Reasons for delay	No. of Candidates in respect of whom delay is reported to have taken place.
1	2	3
1	Verification of character and antecedents	112
2	Medical Examinations	65
3	Verification of character and antecedents and Medical Examinations	65
4	Verification of character and antecedents and Medical Examination and other reasons	16
5	Correspondence with Union Public Service Commission	11
6	Fixation of Initial pay	4
7	Correspondence with parent office	8
8	Cases where no delay had actually occurred but Commission had not been informed in time by the Appointing Authorities of the offer having been made with the result that the Union Public Service Commission mistook them as cases of delayed offers	13
9	Cases where the candidates did not appear before the Medical Board and did not respond to communications	52
10	Cases where the candidates did not appear before Medical Board and the terms were not acceptable to them	3
11	Miscellaneous	83
<b>TOTAL</b>		<b>422</b>

## APPENDIX VI

(See Para 59)

*Scheme for Staffing Senior Administrative Posts of and above the rank of Deputy Secretary under the Government of India.*

### PART I

1. *Object.*—This scheme is intended to provide for systematic arrangements for manning senior administrative posts at the Centre of and above the rank of Deputy Secretary.

2. *Sources.*—(i) Such posts will ordinarily be manned by officers of one or other of the following categories:—

- (a) Officers borrowed from the State Cadres of the IAS and from other Class I Services of the States (other than the State Civil Service) on tenure deputation;
- (b) Officers borrowed on tenure deputation from Central Services, Class I including officers serving in Public Industrial Undertakings (hereinafter referred to as Central Services);
- (c) Officers of the Selection Grade of the Central Secretariat Service;
- (d) Officers of the Central Administrative Pool (vide Part III);
- (e) State Civil Service Officers whose names are included in the Select List, referred to in regulation 7(3) of the IAS (Appointments by Promotion) Regulations; and
- (f) State Civil Service Officers other than those mentioned in (e) may also be appointed to senior posts in consultation with the Union Public Service Commission in each case.

(ii) In addition to senior administrative posts in the Central Secretariat and attached offices, such number of field posts, normally manned by officers of the particular field service concerned, as may, from time to time, be specified, in consultation with the controlling authorities of these Services, may also be held on a tenure basis by



officers drawn from the IAS of any of the Central Services, referred to in (i) above.

3. *Controlling Authority.*—The Ministry of Home Affairs advised by the Central Establishment Board will be the Controlling Authority for purposes of the Scheme.

4. *Central Establishment Board.*—(i) The Central Establishment Board shall consist of the Cabinet Secretary as the Chairman (*ex-officio*), Home Secretary as Member (*ex-officio*), a Finance Secretary and three other Secretaries.

(ii) Each Member will hold office for one year or until he is replaced in accordance with a suitable system of rotation.

(iii) The Establishment Officer to the Government of India whose duties have been set out in the Ministry of Home Affairs Office Memorandum No. 33 (17) EO/51, dated the 12th May 1951, will be the Secretary of the Board.

5. *Reference to the Appointments Committee of the Cabinet.*—Appointments of individual officers from any of the sources mentioned above to posts covered by the Scheme shall be made on the advice of the Central Establishment Board and with the approval of the Appointments Committee of the Cabinet.

## PART II

### TENURE DEPUTATION

6. (i) *Suitability.*—The suitability of officers for appointment on tenure deputation shall be decided on the advice of the Central Establishment Board.

(ii) *Correspondence.*—All correspondence with the State Governments, the Controlling Authorities of the Services concerned and the Ministries at the Centre for the loan of officers shall be conducted by the Establishment Officer.

7. *Periods of tenure.*—(i) Officers who are borrowed for appointment to posts of or equivalent to Deputy Secretary will ordinarily revert to the parent State Cadre or Service on the expiry of four years and officers who are borrowed for appointments to posts of or equivalent to Joint Secretary and Secretary will similarly revert on the expiry of a period of five years.

(ii) In exceptional circumstances, however, where the public interest so demands the tenure of an individual officer in the same post or any other post or class of post may be extended or curtailed with the concurrence of the lending authority.

## PART III

## CENTRAL ADMINISTRATIVE POOL

8. *Purpose and Constitution.*—(i) In order to build up a reserve of officers with special training and experience for the purpose of economic administration and for maintaining continuity of knowledge and experience in the field of general administration, a Central Administrative Pool of officers shall be constituted.

9. The characteristic feature of posts connected with economic administration is that the holders need an understanding of economic affairs as well as capacity for and experience of administration, i.e., of handling men and affairs with the tools and techniques of the Governmental machinery. The relative emphasis on these two requirements varies as between the different categories of posts listed above, but broadly they all require either:—

- (a) administrators who have acquired training and experience in economic matters; or
- (b) economists who have acquired training and experience in administration.

Type (a) has been almost exclusively used hitherto. When the Planning Commissions' recommendations have been fully implemented, persons of type (b) will be inducted into the service.

10. *Strength and Composition.*—(i) The authorised permanent strength of the Pool will be determined from time to time by the Controlling Authority in consultation with the Ministry of Finance and so far as may be in consultation with the State Government taking into account the man-power requirements of the Government and the availability of suitable officers.

(ii) *The initial total strength* will be about 120. In addition, up to 20 officers may be on training or trial preparatory to absorption in the Pool.

(iii) The Pool will be composed of officers of the following categories:—

- (a) Officers of the IAS permanently seconded to the Pool;
- (b) Officers of the Central Services permanently seconded to the Pool;
- (c) Grade I Officers of the Central Secretariat Service selected for the Pool;
- (d) Persons with specialised qualifications directly recruited from the open market at higher age levels; and

## (e) Officers of State Services Class I.

11. *Probation.*—No Officer would, normally, be confirmed in the Pool until he has served for a tenure period under the Central Government, provided that the controlling authority may dispense with reduce or extend this period in individual cases.

12. *Confirmation.*—After confirmation, every officer will be retained for continuous service as member of the Pool. His lien on the parent State Cadre or Service will be suspended and he will be given a lien against the permanent strength of one or other of the following grades:

Grade I—(Officers of this grade will hold posts not lower in rank than Joint Secretary to the Government of India).

Grade II—(Officers of this grade will hold posts lower in rank than Joint Secretary but not below the rank of Dy. Secretary to the Government of India).

The strength of each Grade will be determined by the Controlling Authority in consultation with the Ministry of Finance from time to time.

NOTE I.—In the case of officers of the Indian Administrative Service who are permanently seconded to the Pool, the resultant vacancies in the State Cadre may be filled by the State Government by direct recruitment or by promotion from the State Civil Services, as the case may be, in accordance with the Indian Administrative Service (Recruitment) Rules, 1954.

NOTE II.—An officer permanently seconded to the Pool may either at his own request or at the discretion of the Controlling Authority and in consultation with the lending authority be returned by the Controlling Authority to the parent cadre of service at any time before his retirement, provided that the Controlling Authority is prepared in return to take another officer from the same cadre or service to the Pool so as to leave the strength and management of the parent cadre or service unaffected. On such reversion or at the time of retirement, the officer's suspended lien on his parent cadre or service will be revived.

NOTE III.—The Central Government may at any time, in consultation with the State Government, make available to the latter the services of officers of the Pool for a term of one to three years, on reverse deputation, provided that

the officers, who are absorbed in the Pool before completing 18 years of service, will ordinarily be so reverted for the periods mentioned above.

13. *Selection (i) Selecting Authority.*—Selection of officers of the IAS and Central Services and of Grade I officers of the Central Secretariat Service and State Services Class I for appointment to the Pool will be made by a Committee of Senior Secretaries which shall include the Cabinet Secretary, one representative of the Central Services and will be presided over by the Chairman, Union Public Service Commission.

(ii) (1) *Field of Selection.*—Selection in respective categories (a), (b), (c) and (e) of sub-para 3 of para 10 above ordinarily be made from two levels of seniority. Officers of the I.A.S., the Central Services and State Civil Services Class I will be drawn either:—

- (a) from the level of seniority represented by officers between 8—12 years of service, or
- (b) from the level of seniority of and above 15 years of service,
- (c) officers holding substantive posts either under the Central or under the State Governments, who have completed 8 years service in Class I or equivalent posts and are not above the age of 45.

(2) Grade I officers of the Central Secretariat Service holding or considered fit for appointment to posts of or equivalent to Deputy Secretary may be appointed to the Pool, according to suitability.

(iii) No precise ratio as between the various services will be prescribed. Officers who in the opinion of the Selecting Authority are best suited for the Pool shall be selected.

(iv) No officer of the IAS or Central Service may be appointed to the Pool without his consent and that of the lending authority.

(v) The existing members of the Finance—Commerce Pool Cadre will be given the option to be exercised by stated date to accept appointment to the Central Administrative Pool or to be treated as on tennure deputation.

14. *Direct recruitment of open market candidates.*—The Principles and methods of selection of the direct recruits mentioned in paragraph 10(iii) (d) will be as follows:—

(i) *Rate of recruitment.*—Recruitment of this type is intended to be experimental. Subject to suitable candidates being available, it

is proposed to recruit as soon as possible and annually thereafter not more than five persons each year.

(ii) *Qualifications*.—The candidates will be required to possess high academic qualifications in Economics and should have also some experience in business, commerce, banking, industry or other allied professions or in teaching or in field research in Economics likely to be of value in the Indian context.

The recruiting authority will also have to satisfy itself that the candidates possess the qualities of character and personality which are necessary for persons appointed to senior or responsible posts connected with economic administration.

(iii) *Age*.—The Field of selection will be confined to candidates who are not less than 25 years of age and not more than 35 years of age on the 1st day of January of the year in which the selection takes place. Preference may be given to candidates between the age of 27 and 33.

(iv) *Appointment Authority*.—Appointment at the initial constitution of the Pool will be made by the Ministry of Home Affairs on the advice of the Recruitment Board to be set up under the scheme of Special Recruitment to the Indian Administrative Service.

*Conditions of service—Pay*—The Pay of the officers of the Pool will be as follows:—

- |  |  |
|--|--|
| (a) Officers confirmed in Grade I (In respect of officers to whom the prescribed scales of pay apply). | Rs. 2250/- or the prescribed pay of the post held, whichever is higher                                     |
| (b) Grade II   | The same pay as they would be entitled to while holding the same or equivalent posts on tenure deputation. |
| (i) officers of the IAS and Central Services.  |  |

**Note:**—Officers confirmed in Grade I will not, except in exceptional circumstances and with the concurrence of the Ministry of Finance, be appointed to posts and equated to Grade I posts.

Officers eligible for the old or protected rates of pay shall continue to receive such rates of pay on appointment to the post. The rates of pay drawn by the members of the existing finance-Commerce Pool cadre shall be protected on their appointment to the new post.

(2) Officers of the Central Secretariat Service appointed to the Pool will draw pay in the scale of Rs. 1100—50—1300—1600—100—1800 or prescribed pay of the post held, whichever is higher.

(3) The pay of a direct recruit will be fixed in the following scale at a stage as may be recommended by the Recruitment Board after taking into consideration the candidate's age experience and previous emoluments, if any;

Junior Scale—Rs. 600—40—800—50—1150.

Senior Scale—Rs. 1100—50—1300—60—1600—100—1800.

provided that an officer in the senior scale appointed to a post the prescribed pay of which is higher, shall be entitled to the higher pay.

(ii) *Leave*.—The direct recruits will be governed by the Revised Rules applicable to the Central Service Class I. All other officers will be governed by the leave rules applicable to them as members of the service to which they belong.

(iii) *Pension*.—Direct recruits will be governed by the new pension code. All other officers will be governed by the pension rules applicable to the services to which they belong.

(iv) *Age of retirement*

(a) For direct recruits

55 years.

(b) For others

as applicable to  
the officers' parent  
service.

Provided that no officer borne on the Pool cadre will be guaranteed continuance in the Pool on attainment of the age of 55.

(v) *Training*.—Every officer selected for appointment to the Pool will be required to undergo such training as may be prescribed for him by the Central Establishment Board. This will be designed to give him the necessary background and variety of experience to fit into economic administration and may, in the case of officers who have not State experience, include a period of service under the State Governments.

## APPENDIX VII

(See Para 60)

### **Constitution and Functions of the Central Establishment Board and Functions of the Establishment Officer to the Government of India.**

#### ESTABLISHMENT OFFICER

The Establishment Officer to the Government of India is administratively under the Ministry of Home Affairs. His duties *inter alia* are—

- (i) to be the Secretary of the Appointments Committee of the Cabinet and of the Central Establishment Board;
- (ii) to receive all communications intended for the Appointments Committee or the Board and to obtain and communicate their orders to the Ministries concerned;
- (iii) to keep himself fully informed of possible or impending vacancies in posts falling within the purview of the Appointments Committee or the Board and the availability of officers of the requisite seniority and experience for filling such appointments;
- (iv) to keep himself in close touch with State Governments, the Comptroller and Auditor-General and the Ministries of Home and Finance for the systematic planning and maintenance of supply of suitable officers for manning the "deputation" posts at the Centre;
- (v) to ensure up-to-date maintenance and proper custody of confidential records of all officers belonging to or likely to be recruited to Grade I of the Central Secretariat Service, the Central Administrative Pool and other I.A.S. officers of various States;
- (vi) to conduct all correspondence with State Governments, the Comptroller and Auditor-General or the Ministries concerned in regard to the selection or reversion of officers is connected with appointments within the purview of the Board or the Appointments Committee.

All correspondence between Ministries at the Centre on the one hand and the Comptroller and Auditor-General or the State Governments on the other for the loan of officers for employment at the Centre shall be canalised through the Establishment Officer whenever—

- “either (a) The officer whose services are required belongs to an All India Service, to a State Civil Service or a State Police Service; and
- (b) the officer is required for a post which is within the purview of the Board or the Appointments Committee.

No Ministry or Department or autonomous body financed by the Central Government shall obtain or try to obtain the services of all India Service Officer by direct correspondence with any State Government.

#### CENTRAL ESTABLISHMENT BOARD

##### **Constitution:**

- (a) The Board shall consist of six members including the Chairman.
- (b) Cabinet Secretary will be the Chairman (*ex-officio*) and Home Secretary as Member (*ex-officio*).
- (c) Other members of the Board will be a Finance Secretary and three other Secretaries.
- (d) Cabinet Secretary shall at all times be one of the members and Chairman of the Board.
- (e) Home Secretary shall at all times be one of the members of the Board.
- (f) A suitable system of rotation shall be established, under the orders of the Appointments Committee of the Cabinet, to secure the annual retirement of the members (other than the Chairman and the Home Secretary) and their replacement by other eligible Secretaries.
- (g) The Establishment Officer to the Government of India shall act as Secretary to the Board.

##### **Functions:**

It shall be the duty of the Board—

- (a) having regard to the merits, claims and availability of all officers in the field of choice for any particular



vacancy, to make recommendations for the selection and appointment to—

- (i) all posts of and above the rank of Under Secretary to the Government of India in the Secretariat (except posts of Additional Secretary, Special Secretary and Secretary to the Government of India);
- (ii) all non-Secretariat posts under the Government of India which are included as category 'A' posts in the Schedule of the reorganised Central Secretariat Service;
- (iii) all non-Secretariat posts under the Government of India which are manned by officers of the All-India Services;
- (iv) all other non-Secretariat posts which are similar in rank and status to the posts mentioned in (i) above when it is proposed to appoint thereto—
  - (a) officers belonging to the Central Secretariat Service or the Central Administrative Pool;
  - (b) officers belonging to any of the services which supply officers to the Central Administrative Pool;
- (b) to advise the controlling authority *viz.* the Ministry of Home Affairs, in regard to the initial constitution and future maintenance of the Central Administrative Pool as provided for in the scheme for staffing senior Administrative posts at the Centre;
- (c) to advise the Ministry of Home Affairs in regard to the initial constitution and future maintenance of Selection Grade and Grade I of the Central Secretariat Service on matters specifically referred to the Board by that Ministry.

## APPENDIX VIII

(See Para 63)

*Statement showing the Conduct Rules as recommended by the Santhanam Committee and the extent of their implementation.*

Conduct Rules as recommended by the Santhanam Committee.	Extent of implementation.
1	2
<i>General :</i>	
(1) Every Government servant shall at all times maintain absolute integrity, devotion to duty and shall do nothing which is unbecoming of a Government servant.	Accepted <i>vide</i> Rule 3 of the C.C.S. (Conduct) Rules, 1964.
(2) (i) Every Government servant holding a supervisory post shall take all possible steps to ensure integrity and devotion to duty of all Government servants for the time being under his control and authority ;	
(ii) No Government servant shall in the performance of his official duties or in the exercise of powers conferred on him, act otherwise than in his best judgement except when he is acting under the directions of his official superior. He should obtain such direction in writing wherever practicable and where it is not practicable he should obtain written confirmation as soon thereafter as possible.	
<i>Employment of near relatives of Government servants in private undertakings enjoying Government Patronage :</i>	
(1) No Government servant shall use his position or influence directly or indirectly to secure employment for any member of his family with any private firm.	Accepted <i>vide</i> rule 4(1) of C.C.S. (Conduct) Rules, 1964.

- (2) Every Government servant shall, as soon as he becomes aware of the fact of acceptance by a member of his family of employment with any private firm, report to the prescribed authority the fact of such acceptance and the fact whether he has or has had any official dealings with that firm. Accepted *vide* rule 4(2)(ii) of the C.C.S. (Conduct) Rules, 1964.
- (3)(i) No Government servant shall in the discharge of his official duties deal with any matter or award any contract relating to a firm or any other person if any member of his family is employed in that firm or under that person or if he or any member of his family is interested in any such matter in any other manner. Accepted *vide* rule 4(3) of the C.C.S. (Conduct) Rules, 1964.
- (ii) In all such cases the Government servant shall refer the case to his official superior and the case shall thereafter be disposed of according to the instructions of the authority to whom the reference is made.

*Subscriptions :*

- No Government servant shall ask for or accept contributions to or otherwise associate himself with the raising of any funds or collections in pursuance of any object whatsoever provided that the Government or such authority as may be empowered by it in this behalf may give permission for such collection or association for a specific purpose. Accepted *vide* rule 12 of C.C.S. (Conduct) Rules, 1964.

*Gifts :*

- (1) Save as provided in these rules, no Government servant shall accept or permit his wife or any other member of his family or any other person on his behalf to accept any gift. Accepted *vide* rule 13(1) of C.C.S. (Conduct) Rules, 1964.

*Explanation :—*Gifts include free transport, boarding, lodging and other service or any other pecuniary advantage when provided by any person other than near relative or personal friend having

no official dealings with the Government servant.

*Note.*—A casual meal, lift or other social hospitality shall not be deemed to be a gift.

- (2) On occasions such as weddings, anniversaries, funerals and religious functions, when making of gifts is in conformity with the prevailing religious or social customs, gifts may be accepted from near relatives provided that a report shall be made to the Government if the value of the gifts exceeds—
- (i) Rs. 500/- in the case of a Government servant holding any class I or II post;
- (ii) Rs. 250/- in the case of a Government servant holding any class III post; and
- (iii) Rs. 100/- in the case of class IV employees.
- (3) In all other cases of gifts the sanction of the Government shall be obtained for accepting them if the value thereof exceeds—
- (i) Rs. 75/- in the case of Government servants holding any class I or class II posts; and
- (ii) Rs 25/- in the case of Government servants holding class III or IV posts.

Accepted *vide* sub-rules (2) and (4) of rule 13 of C.C.S. (Conduct) Rules, 1964.

***Public Demonstrations in honour of Government servants :***

No Government servant shall, except with the previous sanction of the Government, receive any complimentary or valedictory address or accept any testimonial or attend any meeting or entertainment held in his honour, or in the honour of any other Government servant;

Accepted *vide* rule 14 of C.C.S. (Conduct) Rules, 1964.

Provided that nothing in this rule shall apply to :

- (i) a farewell entertainment of substantially private and informal character held in honour of a Government servant or any other Government servant on the occasion of his retirement or transfer or any person who has recently acquitted service of any Government ; or
- (ii) the acceptance of simple and inexpensive entertainments arranged by public bodies or institutions.

*Note* :—Exercise of pressure of any sort on any Government servant to induce him to subscribe towards any farewell entertainment even if it is of a substantially private or informal character and collection of subscriptions from Class III or IV employees under any circumstances for entertainment of any Government servant not belonging to their own class, is forbidden.

*Private trade and Employment :*

- (1) No Government servant shall, except with the previous sanction of the Government engage directly or indirectly in any trade or business or undertake any employment :

Accepted *vide* Rule 15 of the C.C.S. (Conduct) Rules, 1964.

Provided that a Government servant may, without such sanction undertake honorary work of a social or charitable nature or occasional work of a literary, artistic or scientific character, subject to the condition that his official duties do not thereby suffer, but he shall not undertake, or shall discontinue such work if so directed by the Government.

*Explanation* : Convassing by a Government servant in support of the business of Insurance agency, commission agency etc. owned or managed by his wife or any other member of his family or any other person shall be deemed to be a breach of this sub-rule.

- (2) Every Government servant shall report to the Government if any member of his family is engaged in a trade or business or owns or manages an insurance agency or commission agency.
- (3) No Government servant shall, without the previous sanction of the Government except in the discharge of his official duties, take part in the registration, promotion or management of any bank or other company registered under the Indian Companies Act, 1956, or any other law for the time being in force or any co-operative society for commercial purposes :

Provided that a Government servant may take part in the registration, promotion or management of a co-operative society substantially for the benefit of Government servants registered under the Co-operative Societies Act, 1912 (II of 1912) or any other law for the time being in force, or of a literary, scientific or charitable society registered under the Societies Registration Act, 1860 (XXI of 1860), or any corresponding law in force.

- (4) No Government servant may, accept any fee, for any work done for any public body or for any private person without the sanction of the competent authority.

*Investment, lending and borrowing :*

- (1) No Government servant shall speculate in any stock and shares or other investments.

Accepted *vide* rule 16 of the C.C.S. (Conduct) Rules, 1964.

*Note* :—Frequent purchase and sale of shares, securities etc. shall be deemed to be speculation within the meaning of this rule.

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- (2) No Government servant shall make, or permit his wife or any member of his family or any other person acting on his behalf to make any investment likely to embarrass or influence him in the discharge of his official duties.
- (3) If any question arises whether any transaction is of the nature referred to in sub-rule (1) or (2), the decision of the Government thereon shall be final.
- (4)(i) No Government servant shall, save in ordinary course of business with a bank or a firm of standing, himself or through any member of his family or any other person acting on his behalf lend or borrow money, as principal or agent whereby any interest or return in money or kind is charged or paid, to or from any person within the local limits of his authority or with whom he is likely to have official dealings :

Provided that—

- (a) a Government servant may give or accept a purely temporary loan free of interest from a relative or a personal friend or operate a credit account with bona fide tradesman or make an advance to his private employee;
- (b) with the previous sanction of the Government enter into any transactions of lending or borrowing money which but for such sanction will be a breach of this sub-rule.
- (ii) When a Government servant is appointed or transferred to a post of such a nature as to involve him in the breach of any of the provisions of sub-rule (2) or (4) he shall forthwith report the circumstances to such authority as may be prescribed by Government and shall thereafter act in accordance with such order as may be passed by such authority.
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*Insolvency and indebtedness:*

A Government servant shall so manage his private affairs as to avoid habitual indebtedness or insolvency. A Government servant who becomes the subject of legal proceedings for recovery of any debt due from him or insolvency shall forthwith report the full facts to the Government.

Accepted *vide* rule 17 of the C.C.S. (Conduct) Rules, 1964.

*Note:* The burden of proving that insolvency or indebtedness is the result of circumstances which, with the exercise of ordinary diligence, the Government servant could not have foreseen, or over which he had no control, and has not proceeded from extravagant or dissipated habits, will be upon the Government servant.

*Movable, immovable and valuable property:*

- (1) Every Government servant shall on first appointment to the service and thereafter at such intervals as may be prescribed submit a return of his assets and liabilities, in such form as may be prescribed. The return shall contain full particulars regarding—
- (a) immovable property owned, acquired or inherited by him or held by him on lease or mortgage either in his own name or in the name of any member of his family or in the name of any other person;
- (b) shares, debentures and cash similarly owned, acquired, inherited or held by him;
- (c) other movable property;
- (d) debts and other liabilities due by him directly or indirectly.

Accepted *vide* rule 18 of C.C.S. (Conduct) Rules, 1964.



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*Note I.*—Sub-rule (1) shall not ordinarily apply to Class IV servants but the Government may direct that it may apply to any such Government servant or class of such Government servants.

*Note II.*—In all returns the values of items of movable property less than Rs. 1,000/- may be added and shown as a lump sum. The value of articles of daily use such as clothes, utensils, crockery, books need not be included.

*Note III.*—The total value of jewellery may be shown as a lump sum.

*Note IV.*—Government servants who are in service on the date that this Rule comes into force should submit a return under this sub-rule by a date to be prescribed immediately following the coming into force of this Rule.

(2) No Government servant shall, except with the previous knowledge of the prescribed authority acquire or dispose of any immovable property by lease, mortgage, purchase, sale, gift or otherwise either in his own name or in the name of any member of his family.

Provided that the previous sanction of the prescribed authority shall be obtained if any such transaction is in respect of property belonging to a person having official dealings with the Government servant.

(3) Every Government servant shall report to the prescribed authority all transactions concerning movable property if the value of such transaction exceeds Rs. 1,000/- in the case of Government servant holding any class I

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or class II post and Rs. 500/- in the case of other Government servants;

- (4) The competent authority may at any time by general or special order require a Government servant to submit within a period specified in the order, full particulars of such movable or immovable property held or acquired by him or on his behalf or by any member of his family as may be specified in the order. Such statement shall, if so required include details of the means by which, or the source from which such property was acquired.
- (5) The Government may exempt any category of Government servants belonging to classes II, III and IV from any of the provisions of this rule except sub-clause (4).

*Explanation*—For the purpose of this rule, the expression ‘movable property’ includes *inter alia* the following property, namely :—

- (a) jewellery, insurance policies to annual premium of which exceeds 1/6th of the total annual emoluments received from Government, shares, securities and debentures;
- (b) loans advanced by such Government servant, whether secured or not;
- (c) motor cars, motor cycles, horses or any other means of conveyance; and
- (d) refrigerators, radios and radiograms.

*Vindication of acts and character of Government servants :*

Government servant shall, except with the previous sanction of the Government, have recourse to any court or to the press for the vindication of any official act which has been the subject matter of adverse criticism or an attack of defamatory character.

Accepted *vide* rule 19 of C.C.S. (Conduct) Rules, 1964.

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**Explanation :—**Nothing in this rule shall be deemed to prohibit a Government servant from vindicating his private character or any act done by him in his private capacity provided that he shall submit a report to the prescribed authority regarding such action.

**Drinking :**

A Government servant shall—

Accepted *vide* rule 22 of C.C.S.  
(Conduct) Rules, 1964.

- (a) strictly abide by any law relating to intoxicating drinks in force in any area in which he may happen to be for the time being ;
  - (b) take due care that performance of his duties are not prejudiced in any way by influence of such drinks or drugs ;
  - (c) not appear in a public place in a state of intoxication ;
  - (d) not habitually use such drinks or drugs to excess.
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## **APPENDIX IX**

(See Para 91)

*Statement laid on the Table of Lok Sabha on the 10th August, 1961.*

### **Measures for strengthening of Administration**

Measures for improvement of administration are continuously under consideration. A review of the existing position was recently made particularly in connection with the formation of the Third Five Year Plan.

The vigorous and punctual implementation of the Plan today forms the core of administrative activity.

The review of machinery of Government has, therefore, taken into consideration the difficulties of the Second Plan and the projected needs of the Third Five Year Plan.

2. The following principal objectives have been kept in view in taking decisions on measures necessary for administrative improvement:—

- (i) Individuals and Organisations should be judged strictly by the test of results. For this purpose, they should be given a clear statement of tasks, means, obligations, time sequence of operations and the assumptions on which they are based. Attempt should be made to build reasonable challenge into each job and individuals and organisations should be given the necessary trust, responsibility and powers to achieve the results expected of them.
- (ii) The present system of financial control should be reorganised. Itemised examinations of financial proposals should be confined only to vital matters. Financial responsibility should be developed, in liberal measure, on the administrative ministries and by them, in turn, on the implementing authorities. The control of the Ministry of Finance should be exercised through pre-budget scrutiny and by adequate reporting, random checks and work studies in such fields as may be considered necessary.

- (iii) The responsibility of the Head of Department and the executive authority concerned with the implementation of programmes and policies will be substantially increased. This will be done both by giving additional powers and by the requirement that certain activities such as corruption and public relations should be dealt with on a more planned basis than before. The consideration of individual complaints as at present in these spheres will be supplemented by the drawing up of a programme of work at the beginning of the year, by each Head of Department. This programme will be scrutinised by the Secretaries of the Ministries and progressed by them adequately.
- (iv) The managerial skills of the public servants will be increased through a sustained programme of executive development by training and counselling. Powers will also be taken by Government for weeding out officials who are ineffective and against whom suspicion exists amounting to moral conviction.
- (v) Simplification of procedures and work will be vigorously pursued by introducing work studies, by competently trained personnel, in all spheres of administration.
- (vi) Relations with the public will receive special attention. A series of programmes will be initiated for inculcating courtesy and consideration and for changing the attitude of authority complex towards those who approach public offices for various purposes. Better arrangements will be made for dissemination of information to the public. It is also proposed to fix and publicise time limits for dealing with applications and requests made to Government offices by the public.

3. A number of concrete proposals have been worked out to give effect to these broad objectives. The important among them are mentioned below:—

- (1) Ministries need not conform to a standard pattern of organisation. They will be free to vary it, within broad limits, in order to introduce speed and quality of work suited to their circumstances.

- (2) **Ministries should only concern themselves with matters of policy, general supervision and enforcement of standards. Executive agencies should consequently be made stronger and given greater responsibility.**
- (3) **Responsibility for financial management should be devolved in greater measure than before both on the Ministries and the executive agencies. The scheme now approved, which is about to be tried in the Ministries of Commerce and Industry, Information and Broadcasting and Community Development and Cooperation and the Department of Food, includes (a) formulation of a programme for intensive pre-budget scrutiny between the Ministry of Finance and administrative Ministry necessitating the preparation of budget estimates earlier than usual in cases in which actuals of the last year are not an important consideration, (b) further liberalisation of financial powers to the Ministries in order to avoid references to Finance Ministry in the post-budget period except on vital matters and (c) the exercise of control of important financial aspects by the Finance Ministry through an adequate reporting system and test checks. The Ministry of Finance is also simultaneously taking measures to strengthen its machinery for scrutiny of project estimates and their financial review. The details of the scheme are now being worked out. If it proves successful in the four Ministries selected, it will be introduced as a general system of financial management in other Ministries.**
- (4) **Control of the Ministry of Home Affairs on staff upto and including Section Officers should be transferred to the Ministries concerned. This will enable this staff being given training specially related to the Ministry in which they are employed and will also be conducive to better personnel management.**
- (5) **Officials in key posts will be kept in their jobs for at least five years to enable them to produce the results expected of them. If there is any loss of prospects by their being kept in a particular post in the public interest, the loss should be adequately protected against.**
- (6) **Report to Committees, groups, conferences, etc., should be reduced drastically. Full responsibility should be given to agencies and to individuals and, with it, the necessary measure of support and trust.**

- (7) Arrangements for technical preparation of projects and scheduling of work relating to them require to be strengthened, particularly as information relating to a large proportion of projects included in the Third Plan is still unsatisfactory. The concrete suggestion is that planning for the Fourth Plan should be started almost immediately and a comprehensive time-table may be worked out for completing studies for the Fourth Plan projects during the next three years.
- (8) The procedures relating to recruitment to scientific and technical posts will be studied by the Ministry of Home Affairs to introduce greater speed than hitherto in making such personnel available.
- (9) Continuous studies will be made with a view to simplification and improvement by the O. & M. Division and internal work study cells of Ministries of such procedures, identified by Secretaries of Ministries, as involve delay in decision making and implementation.
- (10) Follow up will be the responsibility of the normal line of supervision but agencies such as the Committee on Plan Projects and the Programme Evaluation Organisation will continue their work of administrative research and evaluation.
- (11) It is proposed to appoint a small committee in each Ministry to locate officials who are ineffective or against whom suspicions exist regarding their integrity amounting to moral conviction. Measures will be taken to develop the ineffective persons by necessary counselling and training. In case persons are not capable of improvement and are in the age group of 45 to 50, they will be retired either on completion of 25 years of service or at the age of 50 years whichever is earlier. The retirement rules will be amended suitably. Persons lacking in integrity will be dealt with separately.
- (12) Work study will be introduced as a compulsory subject in the initial training curricula of all established services. Courses in work study for in-service personnel will also be expanded.
- (13) Training in supervisory techniques will be stepped up for all types of personnel in service.

- (14) Incentive schemes, based on systematically worked out standards, will be tried. Encouragement, through appropriate incentives, should also be given for achievement of specific objectives such as reduction in the costs of projects, reduction in the foreign exchange complement of projects, speeding up of the implementation of projects, etc.
- (15) Management of projects is a new and important part of administrative practice. Its special features are definite targets and schedules, costing, need for initiative and resourcefulness in execution and emphasis on technical efficiency and innovation. These demand adequate pre-planning and accurate estimating. Arrangements for technical preparation of projects and scheduling of work will be strengthened. Reporting from projects will be simplified and made more purposeful.
- (16) Training arrangements will be undertaken to develop individual and group responsibility. Several measures are being devised under the following broad heads:—
- (a) techniques for fostering initiative, ability to programme and responsibility of individual officers (e.g. encouragement to officers to work out their own programme of work and to suggest criteria for judging their performance),
  - (b) increase in capacity for improvement in performance (e.g. by sampling activities to improve time distribution on various types of jobs, by organising case studies and decision-making training).
- (17) Heads of Departments should be made responsible for maintaining and improving relations with the public. They should prescribe, having regard to the limitations of staff and the nature of cases, time limits for disposal of letters, applications and petitions as far as practicable and should advertise them to the public. Endeavour should be made to adhere to them in all except cases requiring a greater degree of scrutiny than in normal circumstances.
- (18) Each Head of Department should also draw up an annual confidential programme in advance indicating the types of corruption prevalent, the types of personnel involved



and the measures he proposes to take to improve the situation. This programme should be forwarded to the Secretary of the Ministry concerned. Simultaneously the Special Police Establishment of the Ministry of Home Affairs should also send confidentially to the Secretary its own appreciation regarding corrupt practices in the charge of each Head of Department. The Secretary should, after a consideration of both the documents, approve of the final programme and indicate it to the Head of Department. He should also progress periodically the implementation of this programme.

- (19) Similarly an annual programme should be drawn up by each Head of Department indicating the outstanding problems of public relations and the measures to be taken to improve them. This programme should also be progressed periodically by the Secretary of the Ministry concerned.
- (20) Where necessary, information counters should be established and they should be placed in charge of responsible officials who would be specially trained to cater to the needs of the public.
- (21) National expressions for courtesy may be devised and opportunity should be taken of important national celebrations to emphasise the service aspect of public administration.

4. The administration of public enterprises is an intricate subject. The Report of the Krishna Menon Committee is separately under consideration affecting various organisational and management aspects of their working. Special features of their working insofar as they relate to their internal organisation and relationships were considered as a part of the general problem of strengthening administration. The decisions indicated above will be equally applicable to them; the details will be worked out according to the circumstances of each organisation concerned. The following additional decisions have been taken on improving the administrative functioning of the public enterprises:—

- (a) The Ministries concerned should have strong technical planning cells charged with responsibility for study of the broader technical and economic aspects of projects, defining stages of execution and ensuring coordination of all related measures.

- (b) Within major state undertakings design and research units should be established and primary responsibility for preparing new projects placed on them.
- (c) All major projects should have units for evaluation, review of progress, reduction of costs, raising productivity and checking of performance. These units should function under the control of top management authorities and without interfering in the direct line of supervision, but independently of day-to-day operations.
- (d) The Ministry of Finance should strengthen their 'project co-ordination cell' so that it can (i) undertake thorough scrutiny of cost estimates and of the broader economic aspects of projects and (ii) accept responsibility for presenting an annual report on financial and economic aspects of the Central Government's industrial undertakings as a whole.
- (e) In view of the short time available for the formulation of the plans, particularly in relation to industrial projects, the Ministries concerned are being directed to complete studies of the projects likely to be included in the Fourth Plan in the next three years.

5. The Planning Commission has, after a study of the references made to it by the Central Ministries and State Governments, decided to simplify the procedures for consultation with it. Variations in cost estimates up to 10 per cent or Rs. one crore, whichever is less, will not be reported to the Planning Commission. Discussions regarding annual plans will be confined only to the more important projects and programmes. Procedures for Central assistance have already been considerably simplified. The list of Centrally sponsored schemes has been drastically reduced as also the list of schemes in the plans of States for which assistance may have to be given according to certain prescribed patterns. These patterns are also being simplified. As regards progress reports on projects and programmes in the States, it is proposed that these should be received only at a single point within the Government of India, namely the Ministry concerned, but the forms should be drawn up in consultation with the Planning Commission. The same principles will apply, *mutatis mutandis*, to schemes implemented by Central Ministries.

6. In spite of the effort to make the decisions taken on administrative improvements as detailed and comprehensive as possible, the above still remains a statement of general principles. A great deal

of work is required to be done to give them concrete shape. It is a continuing task and cannot evidently be detailed at a point of time in a statement of this nature. A Committee on Administration has been established at the Centre headed by the Cabinet Secretary. It will be its special function to progress the implementation of these decisions and to report periodically to the Cabinet.

The steps outlined above are being brought to the notice of the State Governments. Government of India will be glad to give such assistance to them as may be possible in implementing them.

## APPENDIX X

(See Para 94—footnote)

*Ministry of Home Affairs (Department of Administrative Reforms)  
Resolution No. 40/3/65-AR(P), dated the 5th January, 1964, setting up the Administrative Reforms Commission.*

**No. 40/3/65-AR(P).**—The President is pleased to set up a Commission of Inquiry to be called the Administrative Reforms Commission to examine the public administration of the country and make recommendations for reform, and reorganisation where necessary.

2. The Commission will consist of Shri Morarji R. Desai, M.P., as the Chairman and the following as members:—

- (i) Shri K. Hanumanthaiya, M.P.
- (ii) Shri H. C. Mathur, M.P.
- (iii) Shri G. S. Pathak, M.P.
- (iv) Shri H. V. Kamath, M.P.
- (v) Shri V. Shankar, I.C.S., Member Secretary.

3. The Commission will give consideration to the need for ensuring the highest standards of efficiency and integrity in the public services, and for making public administration a fit instrument for carrying out the social and economic policies of the Government and achieving social and economic goals of development, as also one which is responsive to the people. In particular the Commission will consider the following:—

- (1) the machinery of the Government of India and its procedures of work;
- (2) the machinery for planning at all levels;
- (3) Centre-State relationships;
- (4) financial administration;
- (5) personnel administration;
- (6) economic administration;
- (7) administration at the State level;
- (8) district administration;

- (9) agricultural administration; and
- (10) problems of redress of citizens' grievances.

Some of the issues to be examined under each head are listed in the schedule to this Resolution.

4. The Commission may exclude from its purview the detailed examination of administration of defence, railways, external affairs, security and intelligence work, as also subjects such as educational administration already being examined by a separate commission. The Commission will, however, be free to take the problems of these sectors into account in recommending reorganisation of the machinery of the Government as a whole or of any of its common service agencies.

5. The Commission will devise its own procedures, and may appoint committees and advisers to assist it.

6. The ministries and departments of the Government of India will furnish such information and documents and other assistance as may be required by the Commission. The Government of India trusts that the State Governments and all others concerned will extend their fullest cooperation and assistance to the Commission.

7. The Commission will make its report to the Government of India as soon as practicable.

#### ORDER

Ordered that a copy of the Resolution be communicated to all Ministries and Departments of the Government of India, State Governments, Administrations of Union Territories, etc., etc.

Ordered also that the Resolution be published in the Gazette of India for general information.

#### SCHEDULE

**(1) The machinery of the Government of India and its procedures of work.—**

- (i) The grouping of subjects in departments.
- (ii) The role of the Cabinet Secretariat.
- (iii) Problems of inter-ministry coordination.
- (iv) Staffing patterns and methods of work within ministries and departments.

- (v) Relationship between ministries and their attached and subordinate offices.

(2) **The machinery for planning at all levels.**—Planning organisations and procedures at the Centre and in the States, and the relationship of the Planning Commission at the Centre and planning agencies in the States with other agencies.

(3) **Centre-State relationships.**—

- (i) Centre-State relationships in the realm of planning and development, with particular reference to the growth of central agencies handling concurrent and State list subjects.
- (ii) Centre-State relationships in other spheres, with particular reference to the needs of national integration and of maintaining efficient standards of administration throughout the country.

(4) **Financial administration.**—

- (i) Budgetary reform.
- (ii) Reform in the administration of accounts.
- (iii) The role of audit.
- (iv) The system of expenditure control, including procedures for sanctioning schemes and the problem of financial delegation and decentralisation.
- (v) Procedures governing financial relations between the Centre and the States.

(5) **Personnel administration.**—

- (i) Personnel planning and organisation for it.
- (ii) Recruitment policy and procedures, including selection techniques.
- (iii) The Union Public Service Commission and the State Public Service Commissions.
- (iv) Promotion policies and incentives.
- (v) Policies and rules governing conduct and discipline to ensure efficiency, honesty and maintenance of morale.
- (vi) Training.

(vii) The roles of the Cabinet Secretary and the Ministries of Home Affairs and Finance.

(viii) Personnel management for public sector enterprises.

**(6) Economic administration.—**

(i) Economic coordination, and the role of the Departments of Economic Affairs and Coordination, the Planning Commission and the Department of Industry in that respect.

(ii) Administration of foreign exchange.

(iii) Export promotion, the mechanism of import control, and administration for trade and commerce generally.

(iv) Review of the mechanism and procedures of economic controls.

(v) The role of the Ministry of Industry and Supply *vis-a-vis* other Ministries handling specific industries.

(vi) Organisation for promoting industries in the private sector.

**(7) Administration at the State-level.—**

(i) Examination of the organisation and procedures of State Governments with special reference to problems similar to those enumerated above.

(ii) The need to strengthen administration in the States at all levels.

**(8) District administration.—**

(i) The role of the Collector in respect of general administration and development administration, and as the agent of the State Government.

(ii) The role of the Collector in the matter of public grievances and complaints.

(iii) The relationship between the Collector and panchayati raj institutions.

(iv) The relationship between the Collector and departmental heads at the district and the district and supra-district levels.

(v) The size of Districts.

(vi) Personnel policies in relation to the post of Collector.

**(9) Agricultural administration.—**

- (i) The role of the Ministry of Food and Agriculture and other Ministries concerned with agricultural production, and coordination between them.
- (ii) Inter-relationship between State Agriculture Departments, Community Development Organisations and other organisations concerned with agricultural production in the States.
- (iii) Organisation for agricultural administration at the State and district levels.
- (iv) Coordination between research and extension organisations.

**(10) Problems of redress of citizens' grievances.—**

- (i) The adequacy of the existing arrangements for the redress of grievances.
- (ii) Need for introduction of any new machinery or special institution for redress of grievances.



## APPENDIX XI

(See Para 96)

### CABINET SECRETARIAT (DEPARTMENT OF CABINET SECRETARIAT) OFFICE

*Memorandum No. 72|45|CF-65, dated the 13th October, 1965*

A Committee of Secretaries headed by the Cabinet Secretary recently considered questions relating to manning of top posts in the public sector with special reference to remuneration, terms of service and relationship to the public services. A summary of the recommendations of the Committee, as approved by Government is given in Annexure I for implementation by various authorities concerned on the lines indicated in succeeding paragraphs.

2. *Procedure for Recruitment.*—With reference to item (ii) of Annexure I, Panels for appointment to these posts will be maintained by the Bureau of Public Enterprises, under the supervision of Cabinet Secretary. These panels will include the names of experienced persons in different fields in public undertakings, Government Services including Industrial Management Pool, retired persons and outsiders. Ministries may arrange to furnish, in the Form enclosed as Annexure II, the particulars of persons considered suitable and who may be willing to be considered for such appointments. These panels will be available and should be utilised by the appointing authorities at the time of selecting persons for such assignments in future.

3. *Classification of Top Posts.*—(Item (vi) of Annexure I refers):

The existing top posts have been classified into Schedule 'A', 'B', 'C' and 'D', as given in Annexure III. The posts which have not been included in any of these Schedules will be treated as unclassified and for these emoluments of incumbents will remain unchanged. The classification now adopted will be subject to review in the event of a change in the structure of the undertaking through amalgamation, bifurcation or expansion, etc. Top posts in new undertakings will be included in the appropriate Schedule from time to time.

The standard scales of pay pertaining to each Schedule vide item (vi) of Annexure I, will be applicable to the posts included therein with effect from 1st October, 1965 subject to the following:—

- (a) Persons appointed to those posts hereafter will start normally at the minimum of the standard scale;

(b) Persons already holding these posts will also be brought on to these scales from that date provided that:—

- (i) the pay already being drawn by an incumbent would be protected so long as the present appointment is held even though it is higher than the standard scale.
- (ii) if the pay drawn immediately before 1st October, 1965 corresponds to a stage in the standard scale, the pay in the standard scale will be fixed at that stage; otherwise, at the next higher stage.

Sd./ DHARMA VIRA,  
Cabinet Secy.

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Enclosure to Cabinet Sectt. O.M. No. 72/45/CF-65 dated 13th October, 1965.

#### ANNEXURE I

*Main conclusions and recommendations of the Committee on Top Posts in Public Undertakings as approved by Government.*

(i) For the purpose of this Report, 'Top Posts' have been taken to mean posts to which appointments are made by Government e.g. whole-time Chief Executives (Chairman or Managing Directors), General Managers or Project Administrators working as executive heads of units, other full-time Directors and Financial Advisers.

(ii) Due to the rapid growth of public sector and scarcity of managerial talent no single source of recruitment would be sufficient under existing conditions and the only practical approach would be to locate suitable persons from all possible sources. In making such appointments priority of consideration must be given to suitable persons working in public undertakings and the long-term aim should be to make the public sector self-sufficient to provide its own managerial resources. In the interim period government services, providing as they do, sufficient managerial experience should, however, continue to form an import source, though efforts to attract suitable persons from the private sector would also be necessary.

(iii) As different sources of recruitment have to be tapped, it will be necessary to provide for the maintenance of panels of suitable persons (including retired persons with requisite experience)

with the Cabinet Secretary so that the appointing authorities have a sufficiently wide range of choice at the time of selection. The procedure for recruitment for the top posts in public sector should be reviewed after a period of 5 years.

(iv) In the interest of efficient working of these undertakings, such appointment should be in the nature of contract appointments for a minimum period of 4 years which could be extended to 6 years; the appointing authority having the right to terminate the appointment after the first year. The period of contract appointments in the case of retired persons should be 2 to 3 years. Removal thereafter should be in exceptional circumstances like proven inefficiency, misconduct or ill-health.

(v) With the salary structure adopted by Government, as a matter of public policy, it is out of the question for the public sector to compete with the private sector in regard to emoluments for top posts; in fact, the public sector should be the pace setter. Within these limitations, it should be possible to evaluate each post on the basis of responsibility involved and the selected person, whether drawn from public or private sector or Government services, should be entitled to the salary fixed for it.

(vi) The public undertakings should be classified on the basis of their importance to the economy and the complexity of their problems into four Schedules (the task of categorisation being entrusted to an *Ad Hoc* Committee under the Cabinet Secretary) and the following salary scales fixed for the Chief Executives of each:—

(i) For Schedule 'A'	..	..	..	Rs. 3500-125-4000
(ii) For Schedule 'B'	..	..	..	Rs. 3000-125-3500
(iii) For Schedule 'C'	..	..	..	Rs. 2500-100-3000
(iv) For Schedule 'D'	..	..	..	Rs. 2000-100-2500

These scales of pay should be admissible to all persons selected for these appointments irrespective of the source of recruitment; provided that no Government servant appointed to a Schedule 'A' post will draw salary higher than admissible to a Secretary to Government unless he resigns his appointment with Government.

The salaries to be allowed to whole-time Directors (other than the Chief Executives), General Managers of units or Financial Advisers should be equated to those applicable to a lower schedule

salary scale (or in the case of such appointments in Schedule 'D' undertakings to even lower scales than those indicated above) depending upon the importance of the assignment. In the case of retired persons, the salary should be fixed on the basis of these pay scales less pension and/or pensionary equivalent of retirement benefits.

### ANNEXURE II

*Particulars of . . . . . for inclusion in the Panel for Top Post in Public Undertakings*

1. Name :
2. Position held (Service etc.) :
3. Year of joining :
4. Date of birth :
5. Academic, Technical and Professional Qualifications :
6. Appointments held during the last 10 years :

Appointment	Period	Salary
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7. Nature of assignment sought :
8. Preference for Station :
9. Special qualifications and experience for the post :

Date : Signature

Comments about suitability by the Head of Service/Secretary to Ministry for a managerial assignment in Public Undertakings.

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Date : Signature . . . . .

State Schedule 'A' : Rs. 3500—125—4000  
 'B' : Rs. 3000—125—3500  
 'C' : Rs. 2500—100—3000  
 'D' : Rs. 2000—100—2500

Also indicate Executive or Financial Post.

*To be furnished in duplicate*

## ANNEXURE III

*Statement of classification of TOP POSTS in Public Undertakings**Schedule 'A' (Rs. 3500-125-4000)*

1. Chairman, Hindustan Steel Limited.
2. Chairman, Indian Oil Corporation Ltd.
3. Chairman, Heavy Engineering Corporation Ltd.
4. Chairman, Bharat Heavy Electricals Ltd.
5. Chairman, Neyveli Lignite Corporation Ltd.
6. Chairman and Managing Director, State Trading Corporation of India Ltd.
7. Chairman, Hindustan Aeronautics Ltd. (For whole-time Chairman).
8. Chairman and Managing Director, (Schedule 'B' for the Fertilizer Corporation of India Ltd. present incumbent).
9. Chairman, Oil and Natural Gas Commission.

*Schedule 'B' (Rs. 3000-125-3500).*

1. Chairman & Managing Director, Heavy Electricals (India) Ltd.
2. Chairman and Managing Director, Minerals and Metals Trading Corporation of India Ltd.
3. Chairman and Managing Director, Indian Drugs and Pharmaceuticals Ltd.
4. Chairman, National Minerals Development Corporation Ltd.
5. Vice-Chairman and General Manager, Air India.
6. Managing Director, Bokaro Steel Limited.
7. Managing Director, Hindustan Machine Tools Ltd.
8. Managing Director, Hindustan Aeronautics Ltd.
9. Managing Director, National Coal Development Corporation Ltd.

10. Managing Director, Indian Oil Corporation Limited, (Refineries Division).
11. Managing Director, Food Corporation Ltd.
12. General Manager, Indian Airlines Corporation.
13. General Manager, Durgapur Steel Plant.
14. General Manager, Bhilai Steel Plant.
15. General Manager, Rourkela Steel Plant.
16. Project Administrator, Hardwar Unit, Bharat Heavy Electricals Ltd.
17. Financial Adviser, Hindustan Steel Ltd.

*Schedule 'C' (Rs. 2500-100-3000)*

1. Managing Director, National Newsprint and Paper Mills Ltd.
2. Managing Director, Mazagon Dock Ltd.
3. Managing Director, Hindustan Steelworks Construction Corporation Ltd.
4. Managing Director, Bharat Electronics Ltd.
5. Managing Director, Indian Rare Earths Ltd.
6. Managing Director, Ashoka Hotels Ltd.
7. Managing Director, National Industrial Development Corporation Ltd.
8. Managing Director, Mining and Allied Machinery Corporation Ltd.
9. Managing Director, Indian Telephone Industries Ltd.
10. Managing Director, Fertilizers and Chemicals Travancore Ltd.
11. Managing Director, Central Warehousing Corporation.
12. Managing Director, Bharat Earth Movers Ltd. (Schedule 'D' for the present incumbent).

13. General Manager, Alloy Steel Plant.
14. Director, Pipeline Division, Indian Oil Corporation Ltd.
15. General Manager, Barauni Refinery, Indian Oil Corporation Ltd.
16. General Manager, Guahati Refinery, Indian Oil Corporation Ltd.
17. General Manager, Koyali Refinery, Indian Oil Corporation Ltd.
18. General Manager, Foundry Forge Unit, Heavy Engineering Corporation Ltd.
19. General Manager, Heavy Machine Building Unit, Heavy Engineering Corporation Ltd.
20. General Manager, Hindustan Aeronautics Ltd. (Bangalore Division).
21. General Manager. Sindri Unit, Fertilizer Corporation of India Ltd.
22. General Manager, Nangal Unit, Fertilizer Corporation of India Ltd.
23. General Manager, Trombay Unit, Fertilizer Corporation of India Ltd.
24. General Manager, Durgapur Unit, Fertilizer Corporation of India, Ltd.
25. General Manager, Planning and Development Division, Fertilizer Corporation of India Ltd.
26. General Manager, Gorakhpur Unit, Fertilizer Corporation of India Ltd. (Schedule 'D' for the present incumbent).
27. General Manager, Bangalore Unit, Hindustan Machine Tools Ltd.
28. Project Administrator, Tiruverumbur Unit, Bharat Heavy Electricals Ltd.
29. Project Administrator, Ramachandrapuram Unit, Bharat Heavy Electricals Ltd.
30. Project Administrator, Rishikesh Unit, Indian Durgs and Pharmaceuticals Ltd.
31. Member (Production), Oil & Natural Gas Commission.

32. Member (Exploration), Oil & Natural Gas Commission.
33. Member (Finance), Oil & Natural Gas Commission.
34. Director, (Technical), Heavy Electricals (India) Ltd.
35. Director, State Trading Corporation of India Ltd.
36. Director, Minerals and Metals Trading Corporation of India Ltd.
37. Financial Adviser, Heavy Engineering Corporation Ltd.
38. Financial Adviser, Neyveli Lignite Corporation Ltd.
39. Financial Adviser, Hindustan Aeronautics Ltd.
40. Financial Adviser, Fertilizer Corporation of India Ltd.
41. Financial Adviser, Bokaro Steel Limited.
42. Financial Controller, Indian Oil Corporation Ltd. (Refineries Division).
43. Financial Adviser, State Trading Corporation of India Ltd. (Schedule 'D' for the present incumbent)
44. Financial Adviser, Rourkela Steel Plant (Schedule 'D' for the present incumbent).
45. Financial Adviser, Bhilai Steel Plant. (Schedule 'D' for the present incumbent).
46. Financial Adviser, Durgapur Steel Plant. (Schedule 'D' for the present incumbent)
47. Financial Adviser, Heavy Electricals (India) Ltd.

*Schedule 'D' (Rs. 2000-100-2500)*

1. Chairman, National Projects Construction Corporation Ltd.
2. Chairman, National Small Industries Corporation Ltd.
3. Managing Director, Praga Tools Ltd.
4. Managing Director, Hindustan Organic Chemicals Ltd.
5. Managing Director, Triveni Structurals Ltd.
6. Managing Director, Hindustan Shipyard Ltd.
7. Managing Director, Hindustan Antibiotics Ltd.
8. Managing Director, Hindustan Insecticides Ltd.



9. Managing Director, National Buildings Construction Corporation Ltd.
10. Managing Director, Hindustan Teleprinters Ltd.
11. Managing Director, Indian Tourism Hotel Corporation Ltd.
12. Managing Director, Cement Corporation Ltd.
13. Managing Director, Hindustan Photo Film Manufacturing Co. Ltd.
14. Managing Director, Hindustan Cables Ltd.
15. Managing Director, National Instruments Ltd.
16. Managing Director, Pyrites & Chemicals Development Co. Ltd.
17. Managing Director, Rehabilitation Industries Corporation Ltd.
18. Managing Director, Janpath Hotels Ltd.
19. Managing Director, Shipping Corporation of India Ltd.
20. Managing Director, Garden Reach Workshops Ltd.
21. Managing Director, Hindustan Salts Ltd.
22. General Manager, Instrumentation Ltd.
23. General Manager, Hindustan Aeronautics Ltd. (Nasik Divn).
24. General Manager, Hindustan Aeronautics Ltd. (Koraput Divn).
25. General Manager, Hindustan Aeronautics Ltd. (Hyderabad Divn).
26. General Manager, Hindustan Aeronautics Ltd. (Kanpur Divn).
27. General Manager, Kiriburu Iron Ore Project, National Mineral Development Corporation Ltd.
28. General Manager, Bailadila Iron Ore Project, National Mineral Development Corporation Ltd.
29. General Manager, Khetri Cooper Project, National Mineral Development Corporation Ltd.
30. Joint General Manager, Pinjore Unit, Hindustan Machine Tools Ltd.

31. Joint General Manager, Kalamassery Unit, Hindustan Machine Tools Ltd.
32. Joint General Manager, Hyderabad Unit Hindustan Machine Tools Ltd.
33. Project Administrator, Hyderabad Unit, Indian Drugs and Pharmaceuticals Ltd.
34. Project Administrator Madras Unit, Indian Drugs and Pharmaceuticals Ltd.
35. Project Administrator, Switchgear Unit, Bharat Heavy Electricals Ltd.
36. Chief Project Officer, Heavy Machine Tools Unit, Heavy Engineering Corporation Ltd.
37. Superintendent, Coal Washeries, Hindustan Steel Ltd.
38. Financial Controller. Indian Oil Corporation Ltd., (Marketing Divn).
39. Financial Controller, Air India.
40. Controller of Finance and Accounts, Hindustan Machine Tools Ltd.
41. Financial Adviser, Minerals and Metals Trading Corporation of India Ltd.
42. Financial Adviser, Indian Drugs and Pharmaceuticals Ltd.
43. Financial Controller, National Mineral Development Corporation Ltd.
44. Financial Controller. National Coal Development Corporation Ltd.
45. Financial Controller, Indian Airlines Corporation.
46. Financial Adviser, Alloy Steel Plant.
47. Financial Controller, Hindustan Seronautics Ltd. (Bangalore Division).
48. Financial Adviser, Hardwar Unit Bharat Heavy Electricals Ltd.
49. Financial Adviser, Hindustan Steelworks Construction Corporation Ltd.
50. Financial and Accounting Manager, Indian Telephone Industries Ltd.

## APPENDIX XII

### Statement showing summary of Recommendations/Conclusions

Serial Reference to No.	para No. in the Report	Summary of Recommendations/Conclusions
1	2	3
1	12	<p>The Committee welcome the recent trend in creating new All India Services common to the Union and the States to administer subjects requiring unified direction. They hope that this trend would continue and the cooperation of the States in this regard would be forthcoming in larger measures.</p>
2	14	<p>(i) The Committee are happy to note that there has been full coordination and cooperation between the Ministries of Home Affairs and Railways on all important service matters. In their opinion, the service conditions in the Railways, the largest and the oldest national undertaking, may well be taken as a model for other large commercial and industrial public undertakings except in dealing with disciplinary cases. It is open to question whether the complexities of disciplinary procedure in the Railways are quite suited to the requirements of a public undertaking where prompt action in proven cases of indiscipline is the <i>sine qua non</i> of effective management.</p> <p>(ii) The Committee hope that the Ministry of Railways would expedite the finalisation of the Railway Service (Conduct) Rules, 1956 in pursuance of the recommendation of the Committee on Prevention of Corruption (Santhanam Committee).</p>
3	15	<p>The Committee feel that as the manning of posts in scientific and research institutions is a matter of crucial importance in the context of development plans for the country, a high powered committee consisting of representatives of the Union Public Service Commission, Ministries of Home Affairs, Finance and Education and the</p>

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leading research institutions such as Atomic Energy Commission, C.S.I.R., I.C.A.R., etc. may be constituted, to go in detail into the question of recruitment of scientific personnel so that the most promising talent is inducted into these institutions through a system of objective assessment. The Committee consider that it should not be difficult to bring about a modicum of uniformity in the procedure for recruitment to research institutions through the expertise of the U.P.S.C.

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The Committee consider that the ever expanding role of the Government, in a welfare state with its natural concomitant of a large civil service, calls for effective personnel control through a single agency. In the opinion of the Committee, the present position regarding the administration of public services involving dual control by the Ministry of Home Affairs from the point of view of 'effects on the efficient functioning of the services in general' and by the Ministry of Finance from the point of view of 'financial implications' is not conducive to their efficient management.

The Committee note that in Britain, the Permanent Head of the Civil Service reports directly to the Prime Minister "on major questions of civil service policy and promotion" and that in France, the general management of the civil service is the responsibility of a separate Civil Service Division, headed by a Director General, under the Secretary General who heads the core of the Prime Minister's office and is also the Secretary to the Council of Ministers.

The Committee recommend that a single agency should be entrusted with control over the services and made responsible for regulating the terms and conditions in respect of the services as a whole. The Committee are averse to the dual control of the Ministries of Home Affairs and Finance over matters relating to services and suggest that although Ministry of Finance may be broadly consulted so far as the financial implications of proposals are concerned, all proposals concerning the services should emanate from, and be finalised by, the agency controlling the services.

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The Committee feel that it would be in the fitness of things if this centralised agency for personnel management of All India and other Central Services Class I, is placed under any other separate agency independent of any administrative ministry—preferably under the charge of the Cabinet Secretary.

As head of the services, the Cabinet Secretary should be made responsible for advising the Prime Minister in the matter of appointments of senior officers of the rank of Joint Secretary and above. This arrangement is expected to generate greater cohesion in the Services. This would also ensure that the Prime Minister would be fully in the picture in the matter of appointment of officers to key positions and that inter-Ministry preferences and prejudices would not be allowed to operate.

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(i) While the Committee endorse the forthright view expressed by the then Home Minister regarding the desirability of granting complete freedom to government officers to express their differing views, they would also like Government to act in the capacity of *loco parentis* to the public services and shield them against all unjustified attacks from whichever source they are launched. In the opinion of the Committee, nothing can weaken the morale of the public services more than a general feeling that, in a certain set of circumstances, they may be subjected to harassing enquiries with no prospect of any protection from any quarter, for whatever they might have done in good faith.

(ii) At the same time, the Committee are constrained to mention the general feeling among the people of lack of spirit of service expected of the members of the public services and also dilatory methods and tactics in their dealings with the public. The Committee feel that these lapses on the part of the public services very often compel the public to seek the intervention of legislators or public men of importance for the disposal of even matters of routine nature.

The Committee would like Government to bring home to the services that their first obligation is to render service to, and not merely to

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exercise authority over, the public. An improvement in the attitude and conduct of services towards the common man is necessary for enlisting peoples' active cooperation in the stupendous task of building the nation through developmental planning and its implementation, and this improvement in their attitude and conduct should be visible to the common man. The Committee hope that the services would realise the particular obligations of the welfare state undertaking planned development through democratic methods for which voluntary cooperation of the people is essential and which can be enlisted only through courteous behaviour of the public services at all levels.

The Committee, therefore, cannot too strongly stress the need for prompt and courteous service to the public which in turn, through courteous and helpful attitude, can be educated to act towards the services in a responsible, restrained and courteous manner. The Committee hope that Government would be ever watchful in ensuring that Government machinery as a whole and particularly such segments of it as come in direct contact with the public, are helpful in attitude and quick in disposal of cases and that deterrent and prompt action is taken against discourteous behaviour and dilatory tactics.

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The Committee emphasise that the development of the All India Services should be so arranged as to strengthen the integration of the country and that the members of the All India Services should recognise the fact that wherever and in whatever post they may be posted, their loyalty is to the whole nation and that their actions and attitudes do not bear any semblance of parochial, sectarian or linguistic loyalty.

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Since the provisions governing the grant of special pay ranging from Rs. 100 to Rs. 300 to the officers of the All India Services are largely discretionary and have been in force for several years, the Committee suggest that Government may lay down broad principles in the light of experience gained so far for the guidance of the State Governments. This would make for uniformity in the criteria adopted for grant of special pay to officers of the All India Services in the States.

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(i) The Committee are not quite convinced of the grounds for the grant of deputation allowance to the Indian Administrative Service officers, particularly those mentioned at (i) and (ii) in paragraph 24.

The Committee suggest that the question of payment of deputation allowance to Indian Administrative Service officers should be reviewed from the point of view of general conditions of service of all Class I officers and if as a result of such a review it is considered necessary to grant such an allowance to All India Service officers in exceptional circumstances, Government should frame necessary regulations as stipulated in Rule 2 of the All India Services (Conditions of Service—Residuary Matters) Rules, 1960.

The Committee have commented in para 97 on the imperative necessity of limiting grant of deputation allowance to cases where it is absolutely justified; this recommendation should apply with greater force in the case of All India Services.

(ii) The Committee consider that in order to dispel any suspicion of favouritism in deputing officers to jobs which carry deputation allowance, the Government should prepare in advance panels of names so that all those who are qualified by virtue of experience, educational qualifications, seniority, etc. are duly considered for being empanelled.

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(i) The Committee observe that the 'Hand Book of Rules and Regulations for All India Services', volumes I and II contain 41 different sets of Rules and Regulations issued from time to time by Government and it is difficult to correlate the diverse conditions of service so as to make an integrated reading for comparison with other established services.

They would suggest that the various Rules and Regulations applicable to different All India Services may be consolidated, simplified and codified, separately for each of the existing All India Services.

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(ii) The Committee have in a subsequent paragraph (No. 39) recommended that a law should be enacted regulating recruitment and all major terms and conditions of service of public servants and that these should be reviewed, after every five years, by a Commission who should report to Parliament, and that rules made by Government in their discretion in pursuance of the provisions of the Constitution or any law made by Parliament governing service conditions of public servants should be scrutinised by a Standing Committee of Parliament who should make a report to the House.

The Committee would suggest that the same Standing Committee of Parliament should scrutinise the rules and regulations framed by Government under the All India Services Act, 1951 and that the Commission to be appointed, at suitable intervals, may review the working, and terms and conditions of service, of members of the All India Services.

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(i) The Committee are concerned to note that the assessment made about the cadre strength of the Indian Administrative Service during the Third Five Year Plan has not been adhered to and additions to the cadre have been fairly above the assessed requirements, as is evident from the fact that the strength of 2402, which was envisaged to be reached by 1966, was reached two years earlier, i.e. by 1st April, 1964. The Committee feel that before allowing such increase in excess of the assessment, Government should have critically examined the actual need and should not have readily acceded to the requests for such unusual increases.

(ii) As a direct recruit to the Indian Administrative Service takes at least five years to acquire the requisite experience for holding a senior post, the Committee cannot too strongly stress the need for correctly assessing the requirements and for recruiting the requisite number of officers to Indian Administrative Service each year.

Government may consider the question of utilising the specialised help of Institute of Applied



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Manpower Research to determine the requirements of Indian Administrative Service and for evolving suitable methodology for forecasting the requirements in future.

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The Committee are of the opinion that the question of bringing about uniformity in encadring of posts by the State Governments assumes greater importance particularly in view of the wider and over-riding considerations of integration and efficiency in administration.

The Committee are unable to appreciate why "unresolved controversies" should have been allowed to remain in regard to the encadrement of posts as rule 4(2) of the Indian Administrative Service (Cadre) Rules, 1954 confers adequate powers on the Central Government to alter at any time the strength and composition of the cadre. At any rate, it should be possible to resolve all such controversies at the time of triennial review when the cadre strength of Indian Administrative Service is required to be reviewed in consultation with the State Governments concerned.

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The Committee are unable to agree with the view that the results of the prescribed triennial review need not be embodied in a formal report. They consider that the triennial review offers a valuable opportunity to the Central Government to take stock of the cadre requirements of Indian Administrative Service. The Committee, therefore, need hardly stress that the review should be carried out in a formal and scientific manner, preferably by a Committee consisting of the representatives of the Ministries of Home Affairs and Finance and presided over by the Cabinet Secretary. The Chief Secretary of the State Government concerned, may be associated with this committee at the time of consideration of the cadre of the State.

They would further suggest that the committee appointed to carry out the triennial review may be assisted by a small organisation which should continuously undertake studies concerning the nature of duties and responsibilities of the posts, the quantum of work involved etc., so that fac-

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tual data is available to the committee at the time of reviewing the cadre strength of the States.

The results of the review should be duly incorporated in a report which may be laid on the Table of both Houses of Parliament for information.

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In view of the analysis made in paragraph 31 as also Government's own admission of a qualitative decline among graduates taking the Combined Competitive Examination, the Committee are unable to appreciate the statement of the Government that "there may be no reason to assume that an increased intake will bring down the calibre of those selected." In the opinion of the Committee, the disturbing trend revealed in the results of the Combined Competitive Examination held by the Union Public Service Commission, needs a deeper probe into the existing mode of recruitment to the All India Services and Central Services Class I.

It is hardly necessary to state that the work of an administrator requires, in an unusual degree, a capacity to understand the feelings and needs of the public, to interpret effectively the ideas and policies of the Government as also to master details in many different fields, in order to be able to operate the complex administrative machinery efficiently and quickly. The Committee, therefore, suggest that Government should, apart from devising ways to improve the existing mode of recruitment, also consider other suitable measures to attract men of talent, character and promising qualities to the civil service so that in years to come the civil service is not denuded of talent to man the highest echelons of service. Among other things, special attention will have to be paid to the improvement of the general standard of education especially in the Universities, and to the rationalisation of employment opportunities in Government service *vis-a-vis* those in the private sector and *vice versa*.

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The subject-wise distribution of candidates examined and those included in the recommended list of the Union Public Service Commission for

1962-63, 1963-64 and 1964-65, reproduced in Appendix II of this Report, indicates that an overwhelming majority of the candidates who are included in the recommended list by the Union Public Service Commission had taken up optional subjects from the Arts Group. This may well be due to the fact that the compulsory papers *viz.* Essay, General Knowledge and General English afford an advantage to candidates with Arts background as distinct from Science background. As persons with scientific and technological background would be required in ever larger numbers for administering specialised departments, Government may consider the question of reorienting the syllabi of compulsory papers so as to afford a fair chance to students with scientific background. For example, the theme of the compulsory papers could be such as to test not only an understanding of economic and social problems but that of General Science also. Similarly, in the General Knowledge paper, a certain percentage of questions should be on General Education designed to test the candidate's grasp and broad appreciation of sciences and humanities without going into technicalities. It is also imperative that the personality test, for which a large block of marks is reserved, is made more realistic and scientific as compared to the prevailing *viva voce* test. It could well be modelled on the psychological tests which are being conducted by the Ministry of Defence for selection of candidates for entry into the National Defence Academy. In particular, the tests should be so designed as to assess the qualities of leadership and understanding by asking the candidate to handle certain given situations, which are reflective of his future vocation.

At the same time, the Committee wish the Government to note that there is a general feeling in favour of reducing the number of marks allocated to 'Interview for Personality Test' of candidates for the Combined Competitive Examination and hope this will receive due attention.

(i) The Committee consider that the head of the district civil administration should be a person of mature experience commensurate with his

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responsibilities in the present set up, both in the administrative and developmental spheres, and with capacity to inspire confidence and respect in the people. Till such time as I.A.S. officers with at least 5 years' experience become available for posting as heads of district civil administration, the Committee would suggest that officers from the State Civil Service who have mature experience of about 10 years or more in a post of Deputy Collector or any other equivalent post and who are borne on the Select List for promotion to the I.A.S., may be drawn upon for manning these key posts.

(ii) The Committee note that there is no rigid plan about the posting of young Indian Administrative Service officers on the completion of their initial training. They need hardly stress that, while deciding the initial posting of I.A.S. officers, Government should keep in mind the sensitive nature of sub-divisional administration and the complexities of civil administration in these days of shortage of consumer goods. The Committee would like the Government to see whether it would be more useful to a new I.A.S. recruit, after the necessary training, to be put for a year or two, under an experienced administrative officer so that he can get a practical idea of administration at the base and the methods of dealing with the people.

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(i) The Committee feel that as the appointing authority for the All India Services, the Central Government should play an active role and be directly associated with the working of the Selection Committees in the States constituted under Regulation 3 of the I.A.S. (Appointment by Promotion) Regulations, 1955. In this connection, they would suggest that one senior officer of the Central Government, who neither hails from the State nor belongs to the State cadre, may be associated with the Selection Committee in that State so as to ensure that a uniform standard is applied in the preparation of the Select List.

(ii) The Committee are of the view that a specific provision in the Indian Administrative Service (Appointment by Promotion) Regulations, 1955 regarding the procedure for the conduct of business by the Selection Committees

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such as intervals at which the committee should meet, methods of determining merit and suitability and exceptional merit warranting higher ranking in the select list would go a long way in bringing about uniformity of procedure and pave the way for raising the standard of recruitment by promotion. By way of abundant caution, the Regulations may further provide that the Selection Committees should be deemed to be duly constituted only when both the representatives of the Union Public Service Commission and the Central Government are present.

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The Committee consider it unfortunate that extensions in service to State Civil Service officers should have been given merely "by virtue of the inclusion of their names in the select list". To check this tendency, the Committee would suggest that the select lists for promotion to the Indian Administrative Service from the State Services should not be unduly long and should be limited to meet the requirements of the State cadre for one to two years.

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(i) The Committee note that in Britain, 20 per cent of the vacancies in the administrative class are reserved for recruitment through a limited competitive examination which is open to members of the executive class. In France, 50 per cent of admissions to the National School of Administration are reserved for persons who are already in public services.

The Committee feel unhappy that this promising avenue for augmenting the strength of higher services which was recommended by the Second Pay Commission as early as 1959 has not been translated into practice. They would like to stress that besides providing a promising source of recruitment to higher services, it would help to attract talented candidates to Class II and III services and also serve as an incentive for better and more devoted work by them, thus raising the general tone of the administration.

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The Committee consider that, to start with, it would not be unrealistic to prescribe a minimum quota of 10 per cent recruitment to Indian Administrative Service and Central Services Class I through the limited competitive examination.

(ii) The Committee understand that till 1962 Government were allowing age relaxation by three years to officers already in service for appearing in the Combined Competitive Examination. In 1963, this concession was withdrawn. The Committee feel that the age relaxation to departmental candidates which was allowed to them till 1962 needs to be considered sympathetically as the scheme for Limited Competitive Examination envisaged by the Second Pay Commission has not materialised so far.

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(i) The Committee regret to note that though the Rajya Sabha had adopted the Resolution for the creation of the Indian Service of Engineers, Indian Forest Service, and the Indian Medical and Health Service as early as the 6th December, 1961, the All India Services (Amendment) Act to give force to it was passed only in 1963 and the new services have yet to be constituted. They suggest that all impediments coming in the way should be removed expeditiously and the new Services constituted early.

(ii) Government should also take early action in pursuance of the resolution passed in Rajya Sabha on the 30th March, 1965, to constitute the Indian Agricultural Service and the Indian Educational Service, for manning these two key sectors of developmental activities.

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(i) The Committee note that, even though sixteen years have elapsed since the Constitution came into force, Government are still relying on the proviso to Article 309 authorising the executive to make rules having the force of law, which was intended to be a transitional provision, and have not brought before Parliament the necessary legislation. The Committee recommend that Government should bring before Parliament as early as possible comprehensive legislation under Article 309 regulating recruitment and all major terms and conditions of service of persons appointed to public services and posts in connection with the affairs of the Union, such as pay and allowance, leave, gratuity, pension, etc. so that Parliament may have an opportunity to consider them.

(ii) The Committee further recommend that there should be appointed periodically, say, after every five years, a Commission to review the working, and terms and conditions of service, of public servants and the report of the Commission should be placed before Parliament. The Parliament may discuss the report and any decision on matters contained therein may be embodied in the law on the subject from time to time.

(iii) The Committee also recommend that rules framed by Government in their discretion in pursuance of the provisions of the Constitution or any law made by Parliament governing service conditions of public servants should be laid before Parliament and there should be a Standing Committee of Parliament which should scrutinise these rules and make a report to the Houses.

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(i) From the statement furnished to the Committee analysing the reasons for delays in the issue of offers of appointment (Appendix V of this Report), the Committee observe that 83 cases have been classified under the head 'Miscellaneous'. These should be investigated in greater detail with a view to ascertaining the exact cause and devising remedial measures.

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(ii) The Committee note that a majority of the cases of delay (ranging from 5 to 24 months) pointed out by the Union Public Service Commission in Appendix XV of their 14th Report (for 1963-64), pertains to scientists, engineers, technologists and professional personnel for whom there is considerable demand both in the public and private sectors. The Committee expect that Government will realise that the long period of waiting and consequent uncertainty is bound to act as a damper on the enthusiasm of candidates, particularly the more promising ones, for entering public service and to make them psychologically more receptive to offers from private agencies with prospect of prompt engagement.

The Committee recommend that the entire procedure for recruitment may be critically reviewed by Government so as to eliminate delays which are occurring at various stages such as intimation of vacancies to the Union Public Service Commission, medical examination of successful candidates, verification of antecedents and issue of offers of appointment. The Committee would suggest that cases of delay beyond a specified period, particularly in sending out offers of appointments to candidates selected by Union Public Service Commission should be reviewed by the Secretary of the Ministry/Head of the department concerned. The Ministry of Home Affairs may also review the position once in six months to make sure that no hold ups occur in intimating the vacancies to the Union Public Service Commission or in filling up posts from among the approved list of candidates, or on any other account. The Ministry of Home Affairs should also use their good offices with the State Governments to speed up the verification of antecedents of successful candidates.

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The Committee note with concern that the number of officers whose cases awaited scrutiny by Departmental Promotion Committees rose from 2150 on 1-4-1963 to 2703 on 31-3-1964.

The Committee would like Government to appreciate the deleterious effect on the morale

\*The number has increased to 2,852 on 31-3-1965.



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of the officers kept in suspense and deprived of their due promotion for long periods. They expect Government to take suitable measures to ensure that the cases of promotion are finalised with due expedition and are not allowed to fall into arrears.

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The Committee are not happy at the state of affairs disclosed by the cases referred to in the paragraph. The furnishing of complete and correct information to the departmental Promotion Committees should not require reiteration of instructions or reminders from the Ministry of Home Affairs.

They hope that, in future, all such irregularities would be properly investigated and responsibility for the lapses determined so that action could be taken against persons responsible for default.

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(i) The Committee are generally in agreement with the observations of the Second Pay Commission referred to above and hope that Government would take practical steps to induct a larger number of officers with technical background, training and experience as administrative heads of institutions, departments/ministries dealing with scientific, industrial and technical subjects.

(ii) The Committee would also like the Secretaries of Ministries/Departments to so deal with matters of technical nature that the technical advisors do not have the apprehension as expressed to the Second Pay Commission that their views do not get properly transmitted to the Minister.

(iii) The Committee would like to observe *en passant* that there is a widespread feeling among the services that the officers belonging to the I.C.S. and I.A.S. regard themselves as an exclusive group, unnecessarily exacerbating feelings that generate inter-service rivalry. The Committee hope that mmbros of th I.C.S. and I.A.S. would avoid such attitudes towards the other services and would, instead, by their conduct, set high example of dedicated service which may inspire the other services.

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25	46	<p>(i) The Committee are of view that the authorised strengths of the Indian Statistical Service and the Indian Economic Service should be finalised very early taking into account the requirements of the Fourth Five Year Plan.</p> <p>They suggest that while fixing the strength of the Indian Statistical Service and Indian Economic Service, due provision should be made for deputation of officers to meet the requirements of other developing countries in Asia and Africa, where a number of officers belonging to these Services are already working.</p> <p>(ii) They would also urge that the method and procedure of recruitment to these Services and arrangements for imparting theoretical and practical training to the existing personnel as also to new recruits, may be finalised very early.</p> <p>(iii) The Committee need hardly stress that appointments to these services, particularly at the time of constitution, should be made strictly in order of merit recommended by the Union Public Service Commission.</p>
26	48	<p>The Committee note that there is a wide gap between the permanent and the actual strength in these grades, particularly in the Selection Grade. They recommend that the permanent strength in these grades should be reviewed from time to time, preferable after every three years, so as to make it more realistic.</p>
27	50	<p>While the Committee recognise that the essence of the top administrative services is that they should have wide and varied experience, they consider that promotion to super-time scale and above should not be denied to men of proven ability and experience irrespective of the fact whether they belong to the Indian Civil Service/ Indian Administrative Service or any other Central Services.</p> <p>The Committee would suggest that the Government should work out a scheme whereby selected Class I Officers from the Central Services are given opportunities to widen their outlook and enrich their experience by working in different Ministries and State departments.</p>

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28	52	<p>The Committee have pointed out in paragraph 31 that there has been both a quantitative and qualitative decline in the number of graduates taking the Combined Competitive Examination. This decline is all the more marked in the number of first class graduates appearing for the examination.</p> <p>The Committee note that candidates who secure less than 46 per cent marks in the Combined Competitive Examination are being appointed directly as Section Officers. The Committee are not sure as to how far direct recruitment of candidates as Section Officers with such low marks has subserved the real objective underlying direct recruitment, namely to induct promising young blood in the Section Officers Grade. The Committee suggest that the system of recruiting Section Officers direct through the Combined Competitive Examination should be reviewed in the light of experience gained so far.</p>
29	53	<p>(i) The Committee fail to appreciate why 'the competitive nature of the examinations held in 1959 and 1960 was not sufficiently clear to all concerned' though 'the examinations were notified as competitive'.</p> <p>Even if the examinations are treated as qualifying, the concession is likely to benefit not more than 45 per cent of the total number of candidates included in that category if the present rate of absorption is any index.</p> <p>The Committee understand that there would be no question of extending the concession beyond 30th September, 1967.</p> <p>(ii) They would stress that this extra-ordinary concession should not be repeated as it is fraught with complications and is hardly fair to persons who would have been appointed to the Section Officers' Grade by promotion or through subsequent competitive examinations.</p>
30	54	<p>The Committee note that the percentage of direct recruits to the Assistants' grade has been increased to 75 per cent with effect from October, 1965. While they appreciate the Government's anxiety to induct a large number of</p>

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promising young men into this important cadre at which level a good many cases dealt with by the Ministries/Departments are initiated and processed, they would like to stress two aspects relating to training and avenues of promotion of Assistants. The Committee have commented on the nature of training imparted to Assistants in para 77. As regards the avenues of promotion, the Committee wish it to be appreciated that in the last analysis, promising young men can be attracted to and retained in the Assistants' cadre only if they have adequate prospects for promotion. In this context, the Committee take note of the following statement made by the Deputy Home Minister in Lok Sabha in answer to a question on the 8th December, 1965:

“It is true that in each grade (Assistants, U.D.Cs and L.D.Cs) there are persons who have put in 10 years' or more service and who have not had an opportunity for promotion. But, as stated earlier, promotion is not automatic and depends upon the availability of vacancies. According to available information, there are 64 Assistants, 151 Upper Division Clerks and 200 Lower Division Clerks who have reached the maximum of the pay scales of their grades but compared to the total number of duty posts in those grades, it cannot be said that stagnation in these grades is great. However, with a view to improving the prospects of promotion of persons with long years of service, direct recruitment to the grades of Section Officer and Assistant has been temporarily reduced and direct recruitment to the grade of Upper Division Clerk has altogether been abolished.”

The Deputy Home Minister further stated:

“There is a proposal under consideration to set up a committee to look into the grievances and suggest remedial measures. The Committee is proposed

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to consist of the Establishment Officer to the Government of India and representatives—one each from the Ministries of Defence, Finance and the Department of Administrative Reforms.”

The Committee welcome the proposal of Government to set up a committee for looking into the promotion prospects of Assistants, Upper Division Clerks and Lower Division Clerks and for suggesting remedial measures. They hope that such a committee would be appointed without undue delay and directed to submit its report within a specified time.

31      56      The Committee suggest that the rules for determining merit for promotion from Grade II to Grade I of the Central Secretariat Stenographers' Service, may be laid down for the guidance of all concerned.

32      57      The Committee consider it desirable to build up a separate cadre of officers to man the various posts in the personal secretariats of Ministers such as Private Secretaries, Assistant Private Secretaries, Personal Assistants etc. and that the practice of appointing persons to such posts at the sole discretion of Minister concerned may be discouraged. The scheme may also provide for secondment of officers from the All India Services or the Central Services to the proposed cadre.

33      58      (i) The Committee are not happy at the manner in which decentralisation has been brought about. They feel that it would have been advisable to implement the Scheme in accordance with a phased programme, decentralising one service at a time instead of *en bloc* decentralisation of all the Central Secretariat Services up to and including the Section Officers' level. This would have facilitated a smooth transfer of control and obviated difficulties which have followed in the wake of decentralisation.

The Committee note with concern that after decentralisation of control over posts upto and

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including those of Section Officers as from October/November, 1962, no single agency is, as a matter of course, responsible for collecting, keeping and processing vital service statistics in regard to various decentralised services. The Committee feel that without a regular and systematic study of these statistics, it would hardly be possible to keep a centralised watch over the growth of individual cadres or to take effective steps to correct imbalances in promotion prospects of the decentralised categories of staff in different cadres. The Committee consider that the Ministry of Home Affairs who are "directly responsible for administration and overall control of the Central Secretariat Services" cannot disown their responsibility in this regard.

(ii) They suggest that the working of the Decentralisation Scheme, may be reviewed by the committee referred to in paragraph 54 with due regard to the needs of economy, efficiency, training and equitable channels of promotion.

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(i) The Committee are of opinion that it would facilitate selection of officers by the Central Establishment Board as well as the Appointment Committee of the Cabinet if the Establishment Officer, who is the Secretary to the former, maintains a system of index-cards for the officers.

The Committee would stress that index-cards containing qualifications, experience and age of officers, may be so devised as to furnish at short notice names of all eligible officers, fulfilling the prescribed qualifications for a particular job. This would ensure not only that no officer who is qualified is omitted from consideration but also that the most suitable person is selected for the job.

(ii) To avoid any suspicion of Zonal or State bias in the disposal of cases at the Central level, the Committee would urge the Government to ensure that the bulk of officers in a Ministry/ Department, particularly in senior administrative posts, do not hail from the same Zone or State either by domicile or cadre.

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(i) The Committee commend the idea of a Central Administrative Pool to provide officers for manning senior administrative posts under the Central Government. They suggest that the Pool should be gradually developed into a main source from which officers may be drawn to man the senior administrative posts under the Central Government.

(ii) The selection of officers to the Pool should be made by the Union Public Service Commission and should be based on the performance of the officers in the posts held by them under the State|Central Government.

(iii) The selection of officers to the Pool from the All India Services and Central Services Class I may be made keeping in view their respective strength so that there is a fair representation of all the services in the higher posts of the Central Government and no single service monopolises the top posts under the Central Government.

(iv) The Committee have in paragraph 44 already underlined the need for taking practical steps to induct a larger number of officers with technical background, training and experience as administrative heads of institutions, departments|ministries dealing with scientific, industrial and technical subjects. The Committee suggest that the Ministries|Departments dealing with technical subjects such as Agriculture, Science, Education, Economic matters etc. should be manned by officers belonging to the corresponding All India or Central Services.

(v) The Committee also suggest that due stress should be laid on specialisation of officers in different fields and that officers should not be inter-changed as between different departments|ministries indiscriminately and frequently.

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The Committee observe that quite a large number of officers have overstayed the normal period of tenure at the Centre. The Committee are afraid that unless the period of tenure, laid down in the Rules, is strictly observed, the purpose underlying the declaration of these

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senior administrative posts as tenure posts at the Centre would be defeated. The Committee suggest that cases of all officers who have overstayed their normal tenure should be critically reviewed by the Government at the highest level.

The Committee need hardly stress that Government should ensure that once the orders of transfer of officers are issued, these should be implemented expeditiously to obviate accumulation of work due to uncertainty.

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The Committee hope that the rules for regulating conduct and discipline in respect of All India Services will be suitably modified at an early date in the light of the recommendations of the Santhanam Committee.

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The Committee appreciate the object behind the Scheme for Joint Consultation and Compulsory Arbitration, but regret that it has not yet been possible to finalise the Scheme and put it into practice. They, however, hope that Government and the Employees' Associations will continue efforts to reach an agreement on disputed aspects of the Scheme so that this useful machinery is put into operation without further delay.

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The Committee note that though the syllabus for the Foundational Course has been comprehensively drawn up, it does not lay adequate emphasis on the understanding of problems concerning industry and commerce which have a vital bearing on the economy of our developing country. In regard to industry, the officers should be made aware of the industrial policy of India, the importance of basic industry, the role of public undertakings, the relationship between large and small scale industries, the problem of rural industrialisation, the need for self-sufficiency, and so on. In the field of commerce, the officers should have some idea about the modern trends in international trade, with particular reference to India's Balance of Trade, the urgent need of increasing exports to balance the import requirements, and the key role played by the price factor in determining the

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competitiveness of the country's products in the international market.

The Committee would also like the officers to be made fully aware of the limited resources which the country has at its command for the gigantic task of development and the need for husbanding them most carefully by effecting utmost economy in administration and outlay.

The officers should also be made aware of the importance of public relations in a democratic set up. They should be encouraged to cultivate a sympathetic approach to problems and a readiness to redress genuine public grievances. In short, it should be the task of National Academy of Administration not merely to act as a coaching institution for preparing the probationers for the prescribed examinations at the end of the term but to inculcate in them an awareness of the problems facing the country and a firm determination to solve them in a most effective and expeditious manner; there should be kindled in them a spirit for quest of knowledge, a sense of patriotism and service, a habit of study and a desire to improve the methods and conditions of work in whatever department or capacity they may be called upon to serve. Stress should be laid on speedy attention to public grievances and effective disposal of cases as justice delayed is almost justice denied. The main emphasis in training should be to generate in the trainees an outlook of service devoid of any feelings of bossism or bureaucratic mentality.

The Committee consider that the syllabus for the training of Indian Administrative Service officers in the second part of their stay at Mussoorie should cover in greater depth the subjects of commerce and industry with special reference to the role of small scale industries and the measures to bring about industrialisation in the country.

These officers should also be made fully cognizant of the problems facing the country in the agricultural sector and the need for concerted

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measures to overcome them, e.g., introduction of improved agricultural practices and implements, use of better seeds and fertilizers, soil research, research extension schemes etc., which are essential for achieving the badly needed increase in agricultural production to meet the requirements. They should also be made aware of the population problem and the measures necessary to check its alarming growth. The officers should also be given an understanding of the principles of rural economics, for an overwhelming majority of the people in this country live in the villages and it is of utmost importance that the officers should understand the problems of the rural populace.

The officers should be made fully conversant of the industrial policy of the Government. In view of the important role assigned to the public undertakings in the country's economy, it is also desirable that these officers should be made aware of the broad organisation of public undertakings and the contribution these are expected to make both in terms of goods and money to the exchequer. The officers should also be made conversant with profit and loss statement of accounts of public undertakings, business and industrial administration and management accountancy so that they are made familiar at an early stage with the principal tools of executive control.

While the Committee do not wish to deny the importance of the written examination at the conclusion of their term at the National Academy of Administration, they feel that it is of utmost importance that the officers should have broad and firm undertaking of the subjects. The Committee would suggest that the Academy should evolve suitable methods to bring about this desirable shift in emphasis. The Committee would like the officers to look back to the Academy as *alma mater* which inspires them with ideas of service, self-improvement and dedication to the cause of the country.

(i) The Committee welcome the setting up of the Advisory Council for the National Academy of Administration. They have no doubt the Advisory Council would examine from time to time

the syllabus of training so as to ensure that all subjects of significance to India's economy and public administration are adequately covered.

(ii) The Committee would also stress the need for close coordination between the National Academy of Administration, the Indian Institute of Public Administration, New Delhi, the Indian Institutes of Management, Ahmedabad and Calcutta, the Administrative Staff College, Hyderabad, the National Defence College, Delhi and the National Institute of Community Development, Hyderabad so that there is an integrated approach in the training of administrative officers, both initially and afterwards.

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(i) The Committee hope that the period of 'on the job' training of 18 months recommended by Shri V. T. Krishnamachari in his Report on 'Indian and State Administrative Services and Problems of District Administration' would be adhered to by all the States in actual practice.

(ii) They would also suggest that 'on the job' training should cover a period of working in the Departments of Agriculture, Industry and Planning and a selected public undertaking so as to provide first hand experience to the officers in these important fields of public administration.

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(i) The Committee note that, out of a total of 35 established Central Services Class I, officers belonging to only 11 Central Services attend the Foundational Courses conducted by the National Academy of Administration. The Committee need hardly underline the importance for all the higher services, whether technical or non-technical to have a basic understanding of the constitutional, economic and social frame-work within which they have to work and discharge their responsibilities. They recommend that the Foundational Course should be made compulsory for the new recruits to all the Central Services Class I and arrangements for training made accordingly.

(ii) The Committee also recommend that a systematic study be made of the training arrangements in the individual Ministries for the officers belonging to the Central Services control-

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led by them. with a view to find out their adequacy and to suggest improvements were necessary.

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The Committee feel that the scheme for refresher courses for the officers of the All India Services and Central Services Class I requires to be drawn up more comprehensively and systematically, laying down definite courses of study for officers of different backgrounds and making it obligatory for officers of a certain seniority to undergo the courses. The Committee would in particular suggest that refresher courses may be made compulsory for an Indian Administrative Service Officer before he is appointed to the Selection Grade.

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(i) The Committee consider that as Section Officers and Assistants constitute the base of the Central Secretariat, it is imperative that their training receives careful attention. The Committee would suggest that the syllabus for their training may be suitably enlarged so as to give them a better understanding of the social and economic problems of the country. Government may examine in this context what portion of the Foundational Course for Class I Services, conducted by the National Academy of Administration could, with suitable modifications, be fitted into the programme of training for Section Officers and Assistants. Apart from training in rules and office procedure, the Committee would like Government to impress upon the young recruits, the imperative need for proper husbanding of Government's limited resources by effecting utmost economy consistent with a high level of efficiency, as also the idea of service to the public and of helping in the onerous task of development of the country.

(ii) They would also like the Government to review the refresher courses for Section Officers and Assistants so as to provide them an opportunity to equip themselves better to discharge their duties.

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The Committee consider that the opportunity provided to Central Secretariat Service officers for training in States is a step in the right

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direction. They consider that as this training programme has been in operation for 15 years, it would be advantageous to review it and effect improvements in the light of experience.

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Notwithstanding the attempts being made over the years to make the public administration responsive to the people, the Committee feel that the character of public administration has not qualitatively changed to reflect the shift in the character of the Government from mere law and order state to welfare state. Previously, the people had not much to bother with the Government officials, except to pay taxes and in connection with the maintenance of law and order; in all other matters they had to manage their own affairs. But since 1947, gradually the public administration has permeated into every phase and aspect of individual and social life. Education, health, supply of drinking water, food, clothing, industry and even agriculture and other aspects of social and individual life are to a very great extent controlled or regulated by the Government. So, the public services—through whom the administration is conducted—are expected to be servants of the people, otherwise these could become instruments of oppression. Any lapse on the part of the administration might cause not only widespread and acute distress in a particular area but also lead to failure in achieving the plan targets of the whole country. Failure to take effective cognizance of this radical change in the nature of the administration may be considered the most serious lapse on the part of the Government.

From a study of the various steps taken from time to time in regard to administrative reforms, the Committee are forced to the conclusion that though the need for reorganisation of administration was felt as early as 1947, the efforts, spread-over two decades, have resulted so far mostly in inconclusive experimentation and multiplication of committees and administrative units.

The Committee are constrained to note that this has even resulted in a sort of competition

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among different Departments of the Government to set up committees and units under their control. The Committee cannot avoid the feeling that this basic problem has not been faced with courage and determination; rather the issues have been avoided by setting up several committees. As pointed out by the Estimates Committee in their 55th Report (SLS) as early as 1959, "neither the Special Reorganisation Unit nor the Organisation and Methods Division have fulfilled even a part of the expectations with which they were started." As a matter of fact the Committee are inclined to think that while there has been no dearth of investigation into the problem by varied agencies, as a result of which many useful suggestions have been put forward from time to time, what has been lacking is the capacity to profit by those suggestions, and to take the requisite follow up action. While the Committee do not wish to comment on the scope and range of problems to be reviewed by the newly set-up Administrative Reforms Commission, the Committee cannot help expressing their conviction that what the country is in need of is a well-informed and dedicated administration which is prepared to look into and redress the grievances of the common man with promptitude and sympathy. The growing complexities of procedures and the interminable multiplication of agencies has only helped to make the confusion worse confounded for the common man. There is need for simplification of procedures, cutting out of superfluous and overlapping layers of supervisory staff and in general instilling into the administrative machinery an attitude which recognises that time is the essence of the matter and that justice delayed may verily result in justice being denied and may take a heavy toll of human expectations, which in democracy no one can afford to do with impunity. The Committee feel that it should be realised that by public profession of the social welfare objectives by Government and through propaganda and publicity undertaken by the political parties at the time of election campaigns, the people have become conscious of their rights which if unfulfilled, might lead to frustration resulting in social and political consequences. It is also time that Government

servants learnt the habit of thrift and economy in administration so that the ever mounting cost of non-plan civil expenditure can be arrested. What in short is required is quality, efficiency, initiative, and a willingness to help resolve common man's problems. While there is no denying that example of efficient and dedicated service is to be set by the higher echelons of service, the lower rungs should be equally free from any taint of dilatoriness, inefficiency and graft. The administrative machinery should be shrunk in the interests of integrity, better control, economy and efficiency, and discipline resuscitated. It has to be a workable system where premium is placed on work and efficiency and where slack and negligent work is made accountable and is visited by deterrent punishment without avoidable delay. The whole fabric of administration needs to be stiffened with the much needed dosage of discipline; the limbs should feel that they have to carry out the instructions meticulously and efficiently without fear or favour. There should be adequate procedural changes so that individual responsibility for lapses could be fixed. At the same time the Government should evolve a procedure for sympathetic consideration of the staff grievances assuring them of minimum standard of living and adequate prospects in service.

It is the extent to which the Administrative Reforms Commission are able to face up to these **problems** and suggest guidelines for concrete action that will determine its impact.

The Committee hope that the Administrative Reforms Commission will be able to finish its labours with due expedition. It is high time that Government gave concrete shape, at least in the Fourth Plan, to the high ideals of having an apparatus which breathes the spirit of a welfare state and at the same time meets the requirements of technological and economic development.

The Committee observe that notwithstanding the existence of Staff Inspection Unit since 1952 and the setting up of an elaborate Department of Administrative Reforms in 1964, the expenditure

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on the pay and allowances of staff excluding Post and Telegraph staff, in 1965-66 showed an increase of 64.7 per cent as compared to that of 1960-61. This bears testimony to the fact that the measures taken so far by the Government have not been able to achieve their underlying objective of economy by increasing efficiency. The Committee apprehend that the increase is due not a little to multiplication of Departments e.g., Heavy Industries, Social Security etc., which have lately been shuffled and reshuffled at short intervals without strictly correlating the staff strength to the work-load.

Government have also not been able to check effectively the growing disease of marking files to a number of officers in the hierarchy which results not only in engaging the time of a large number of officers but also in blurring individual responsibility. With few exceptions, the complexities of procedures have grown more and not less with the advance of planning. To quote one instance, there are endless number of overlapping returns to be called and analysed but which have not been placed on any rational basis so far.

The Committee feel that creation of more and more clerical posts should not be sought to be sanctified as having provided an avenue for resolving the problem of unemployment. The Government should provide to them purposeful and productive jobs so that the excess of manpower is utilised gainfully rather than wasted in surplus and superfluous jobs. The Committee apprehend that due to failure of the Government to fix the appropriate norms of work for clerical staff and due to the reduction in the output of work by the employees, there has been a rise in the number of staff.

There is also the need for ensuring coordinated and integrated action and primary need for so running the Administration that it does not weigh as a burden on economy. Judged by these criteria, it cannot be said that perceptible success has been achieved.

It is hardly necessary to emphasise that the Government should set an example by effecting maximum economy in the administrative ex-

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penditure. The Committee consider that the tendency to create additional posts should be severely curbed and there should be insistence that each man puts in conscientiously his quota of work fixed by proper standards. There is no reason why the techniques of productivity cannot be applied scientifically to the apparatus of the Government to effect economy and improve efficiency. Government should also consider the question of rationalisation of the structure of Ministries/departments/attached offices with a view to ensure compact, integrated working; and avoid the multiplication of Ministries/departments/attached offices which leads to runaway expenditure being incurred on staff establishments.

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(i) While the Committee appreciate the efforts that are now being made to systematise appointments to the top posts in public undertakings by drawing up panels from all available fields, they need hardly stress that in the last analysis the success of an undertaking is largely determined by the kind of leadership which is provided by the top echelons of service.

The Committee suggest that suitable arrangements should be made for providing an intensive course of training to officers, who are deputed for the first time to public undertakings, in fundamentals of business and industrial management, with special reference to management accountability, organisation and methods and the interrelation between production and sale.

(ii) The deputation to public undertakings should not be allowed to become merely a rung in the steeple chase for higher and higher scales of pay and allowances for officers but should be based on the careful matching of the aptitude and proven ability of an officer with the known requirements of an undertaking.

(iii) The Committee would urge that the normal period of 3 years laid down for deputation of an officer to a public undertaking should not be shortened so that no officer can put forward the *alibi* of briefness of stay for failure to make any notable contribution; in fact, the period of

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deputation may be extended upto five years in suitable cases depending on the nature of assignment/public undertaking, so that there is full opportunity to judge the deputationist's worth by results. Whatever be the original cadre of an officer deputed to a public undertaking, it should be made clear to him that he cannot escape from his accountability for the performance of the undertaking placed under his charge and that he would be judged by the results that he produces.

(iv) The Committee would also like to draw attention to the following observations made earlier in their 52nd Report (Third Lok Sabha) on "Personnel Policies of Public Undertakings":

"The Committee appreciate that in the initial stages it was inevitable to appoint persons from administrative services to man these posts. But as stated earlier, the Committee do not consider it desirable that public undertakings should rely on central services indefinitely, as it has the effect of diluting the administrative services as well. The more basic objection to such an arrangement is that the officers are a little casual in their approach to work because, if they are not successful, they can always go back to their parent departments. The arrangement also militates against the development of a sense of loyalty to the undertaking concerned."

The Committee consider that the public undertakings should be encouraged to systematically build up over the years their own managerial cadre composed of officers who are thoroughly familiar with the working of the undertaking and are thus in a better position to shape its policies and administration and produce results.

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The Committee are not able to appreciate the rationale for the grant of deputation allowance to officers who are transferred from one post to another in Delhi under the same Ministry or even under another Ministry. There is also the possibility of the fiction of deputation being used

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as a means of adding to the remuneration of a few chosen employees. The Committee consider that Government should review the conditions governing the grant of deputation allowance with a view to ensure that it is granted only in exceptional cases where real hardship is involved or where incentive is absolutely necessary.

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## APPENDIX XIII

### *Analysis of recommendations contained in the Report*

#### I. CLASSIFICATION OF RECOMMENDATIONS:

A. Recommendations for improving the organisation and working:

S. Nos. 1 to 50.

B. Recommendations for effecting economy:

S. Nos. 8, 10, 47, 48 and 50.

#### II. ANALYSIS OF MORE IMPORTANT RECOMMENDATIONS DIRECTED TOWARDS ECONOMY;

S. No.	S. No. as per summary of recommendations (Appendix XII)	Particulars
1	2	3
1	10	Government should have critically examined the actual need and should not have readily acceded to the requests for unusual increases in the strength of I.A.S. cadres.
2	47	There is need for cutting out of superfluous and overlapping layers of supervisory staff. It is time that Government servants learnt the habit of thrift and economy in administration so that the ever mounting cost of non-plan civil expenditure can be arrested. The administrative machinery should be shrunk in the interests of integrity, better control, economy and efficiency.
3	48	The expenditure on Pay and Allowances of staff has increased by 64.7% between 1960-61 and 1965-66. Government has not been able to achieve economy by increasing efficiency. Government should provide purposeful and productive jobs so that the excess of manpower is utilised gainfully rather than wasted in surplus and superfluous jobs. Administration should not

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		<p>weigh as a burden on economy. Maximum economy should be achieved in administrative expenditure. Tendency to create posts should be severely curbed. Productivity techniques should be applied to Government machinery. The question of rationalisation of structure of departments/attached offices should be considered with a view to ensure compact and integrated working. Multiplication of offices should be avoided as it leads to runaway expenditure being incurred on staff establishments.</p>
4	50	<p>Government should review the conditions governing the grant of deputation allowance with a view to ensure that it is granted only in exceptional cases where real hardship is involved or where incentive is absolutely necessary.</p>
5	8	<p>The question of grant of deputation allowance to I.A.S. officers should also be reviewed from the point of view of general conditions of service of all Class I officers.</p>

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