

**ESTIMATES COMMITTEE  
(1968-69)**

**FIFTY-SIXTH REPORT  
(FOURTH LOK SABHA)**

**MINISTRY OF HOME AFFAIRS**

**Action taken by Government on the recommendations  
contained in the Ninety-third Report of the  
Estimates Committee (Third Lok Sabha)  
on the Ministry of Home Affairs—  
Public Services**



**LOK SABHA SECRETARIAT  
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# C O R R I G E N D A

to

Fifty-Sixth Report of the Estimates Committee on Action Taken on the recommendations contained in the Ninety-third Report (Third Lok Sabha) on the Ministry of Home Affairs—Public Services

- Page 2, line 3 from below, for 'Minitries' read 'Ministries'.
- Page 8, line 10, for 'closification' read 'classification'.
- Page 11, line 23, for 'all' read 'the'.
- Page 19, line 27, after 'very' insert 'early'.
- Page 19, line 27, for 'requiremens' read 'requirements'.
- Page 19, line 36, for '0' read 'to'.
- Page 20, last line, add 'Commission' at the end.
- Page 21, line 23, for '0' read 'to'.
- Page 23, line 31, after 'critically' insert 'reviewed'.
- Page 29, line 16, for 'traing' read 'training'.
- Page 29, after line 22, insert the following line; 'Government may state the latest position'.
- Page 29, omit last line.
- Page 32, line 12, for 'VI' read '15'.
- Page 34, line 29, for 'detain' read 'retain'.
- Page 38, line 4, for 'reyective' read 'reflective'.
- Page 38, column 1, line 7 from below, for 'over' read 'ever'.
- Page 38, column 1, line 2 from below, for 'scientifis' read 'scientific'.

- Page 39, column 2, line 14 from below, for  
'substantial' read 'substantial'.
- Page 41, column 2, line 12, for '1955' read '1965'.
- Page 41, column 2, line 16, for 'these'  
read 'those'.
- Page 41, column 2, lines 23-24, omit 'ap-those who'.
- Page 41, column 2, line 25, for '269' read '289'.
- Page 45, line 4 from below, omit 'the' after 'in'.
- Page 49, line 7, for 'cntinuity' read 'continuity'.
- Page 51, line 14, for 'Uone' read 'Zone'.
- Page 51, line 24, for '25(i)' read '35(i)'.
- Page 55, line 19, for 'eamine' read 'examine'.
- Page 66, line 15 from below, after 'avenue'  
insert 'for'.
- Page 66, line 14 from below, for 'to' read 'by'.
- Page 66, line 11 from below, omit 'be'.
- Page 67, line 9 from below, for 'relate'  
read 'rotate'.
- Page 69, line 4, after 'supply' insert 'of'.
- Page 69, line 6, for 'conrolled' read 'controlled'.
- Page 69, line 26, for '(LLS)' read '(SLS)'.
- Page 69, line 6 from below, for 'intiminable'  
read 'interminable'.
- Page 70, line 25, for 'taff' read 'staff'.

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(1968-69)

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**(1967-68)**

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Shri B. B. Tewari—*Deputy Secretary.*  
Shri G. D. Sharma—*Under Secretary.*

## INTRODUCTION

I, the Chairman of the Estimates Committee having been authorised by the Committee, present this Fifty-Sixth Report of the Estimates Committee on action taken by Government on the recommendations contained in the Ninety-Third Report of the Estimates Committee (Third Lok Sabha) on the Ministry of Home Affairs—Public Services.

2. The Ninety-Third Report was presented to the Lok Sabha on the 21st April, 1966. Government furnished their replies indicating the action taken on the recommendations contained in this Report between 20th October, 1966 and 25th January, 1968. The replies were examined by the Study Group 'F' of the Estimates Committee (1967-68) at their sittings held on the 28th November 1967 and 4th April, 1968.

The draft Report was adopted by the Estimates Committee (1968-69) on the 19th July, 1968.

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

I. Report.

II. Recommendations which have been accepted by the Government.

III. Recommendations which the Committee do not desire to pursue in view of the Government's reply.

IV. Recommendations in respect of which replies of Government have not been accepted by the Committee.

V. Recommendations in respect of which final replies of Government are still awaited.

4. An analysis of the action taken by Government on the recommendations contained in the Ninety-Third Report of the Estimates Committee (Third Lok Sabha) is given in Appendix VI. It would be observed therefrom that out of 50 recommendations made in the Report, 29 recommendations i.e. 58 per cent have been accepted by Government; the Committee do not desire to pursue 11 recommendations i.e. 22 per cent in view of Government's reply; replies of Government in respect of the 5 recommendations i.e. 10 per cent have not been accepted by the Committee; while final replies of the Government are still awaited in respect of the remaining 5 recommendations i.e. 10 per cent.

NEW DELHI;

August 14, 1968.

*Sravana* 23, 1890 (*Saka*).

P. VENKATASUBBAIAH,

*Chairman...*

*Estimates Committee.*



## CHAPTER I

### REPORT

#### GRANT OF SPECIAL PAY AND DEPUTATION ALLOWANCE TO ALL INDIA SERVICE OFFICERS

##### Recommendation (Series Nos. 7-8, paras 24, 25)

At present the grant of special pay ranging from Rs. 100 to Rs. 300 to the officers of the All India Services is largely discretionary and no guiding principles in this regard have been laid down by Government. The Committee had, in para 23 of their 93rd Report (Third Lok Sabha), suggested that Government should lay down broad principles for the grant of special pay to officers of the All India Services for the guidance of State Governments. In para 24, the Committee had stated that they were not quite convinced of the grounds for the grant of deputation allowance to the I.A.S. officers and had suggested that the question of payment of a deputation allowance to Indian Administrative Service Officer should be reviewed from the point of view of general conditions of service of All India Service officers and if as a result of such 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 Service (Conditions of Service Residuary Matters) Rules, 1960. The Committee had also underlined the imperative necessity of limiting the grant of deputation allowance to cases where it was absolutely justified. Further, in order to dispel any suspicion of favouritism in deputation officers to jobs which carry deputation allowance, the Committee had recommended that 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.

2. Replying to these recommendations of the Committee, Government have, on 30th December, 1967, stated that the Ministry of Finance have since prepared a note for the Cabinet for abolition of all categories of special pay and deputation allowance and had sought the comments of the Ministry of Home Affairs which have already been furnished by them and that the Estimates Committee will be informed of Government's decision when taken.

3. *The Committee are surprised that even after a lapse of about two years since the presentation of their 93rd Report (Third Lok Sabha), Government have not taken a final decision in regard to the general question of abolition of all categories of special pay and deputation allowance. The Committee are concerned at this delay—particularly when Government have already decided, as a measure of economy, not to grant deputation allowance to Central Government employees on ex-cadre posts carrying identical, equivalent or lower scales of pay w.e.f. 15-9-1966 as a result of the recommendation made by the Committee in para 97 of their 93rd Report (Third Lok Sabha). The Committee would urge that, in order to obviate an impression that Government are vacillating to take a decision regarding the abolition of the special pay granted to I.A.S. and other All India Service officers while they could take prompt decision for the abolition of deputation allowance which is generally admissible to the lower category of officers, Government should expedite final decision in this matter.*

#### DECENTRALISATION SCHEME

#### **Recommendation (S. No. 33, para No. 58)**

4. The Committee had, in para 58, *inter alia* recommended that the working of the scheme of decentralisation of the Central Secretariat Services upto and including the Section Officers' level may be reviewed with due regard to the needs of economy, efficiency, training and equitable channels of promotion. In their reply dated the 24th January, 1967 the Government have stated that they have only recently considered, at the highest level, the problems which had arisen as a result of decentralisation and reorganisation of Ministries, etc. and that they feel that the review of the scheme, as suggested by the Estimates Committee may be made after a couple of years.

5. *The decentralisation scheme has been in operation since October/November, 1962. In the opinion of the Committee an experience of 5 years should be adequate to judge the results of the working of the scheme. In view of the persistent complaints and representations being made that the decentralisation scheme has caused considerable disparity in the promotion prospects of the decentralised categories of staff as between different Ministries and as already more than 15 months have elapsed since Government sent their reply, the Committee reiterate that Government should take immediate steps to review the scheme.*

## CHAPTER II

### RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

#### Recommendation (Serial No. 1, para No. 12)

*... The Committee welcome the recent trend in creating the 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.*

#### REPLY OF GOVERNMENT

The position regarding the progress made towards the creation of new All India Services in the fields of Forestry, Engineering, Medicine & Health, Education and Agriculture has separately been explained in the Note given in relation to Recommendation *vide* S. No. 19 of Recommendations (in Appendix XII) para 37 of the Committee's Report.

Since the Committee have expressed a hope that the State Governments would cooperate in larger measures in the matter of creating new All India Services, it is suggested that the observations made by the Committee may be passed on to the State Governments for their information and guidance. [Ministry of Home Affairs O.M. No. 14/1/66—Parl. dated the 24th January, 1967]

#### FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

*... It is for the Government to forward the recommendation of the Committee to the State Governments.*

[L.S.S. O.M. No. 5/11/ECI/66 Dated the 13th December, 1967]

#### FURTHER REPLY OF THE GOVERNMENT

A copy of the para 12 of the 93rd Report of the Estimates Committee has been forwarded to all the State Governments *vide* Ministry of Home Affairs letter No. 1/8/67-AIS(V), dated 23rd December, 1967 (Appendix I).

[Ministry of Home Affairs O.M. No. 14/1/66—Parl. Dated the 30th December, 1967]

**Recommendation (Serial No. 2, Para No. 14)**

(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 sine qua non of effective management.*

(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).*

NOTE:—\* *The Committee on the Prevention of Corruption (Santhanam Committee) has commented 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 articles 311 resulting in payment of arrears of large sums and the public services being saddled with men of doubtful integrity.”*

**REPLY OF GOVERNMENT**

(i) Necessary instructions have been issued in this Ministry's O.M. No. 14/6/66-Ests.(A), dated 8th August, 1966 addressed to the Ministries/Departments of the Government of India requesting them to bring the recommendations of the Estimates Committee to the notice of all public sector undertakings under their administrative control for their consideration and for such action as may be considered necessary.

(ii) The Ministry of Railways have already finalised their Conduct Rules in the light of the recommendations made by the Committee on Prevention of Corruption (Santhanam Committee) and the revised Rules came into force on 21st March, 1966.

[Ministry of Home Affairs O.M. No. 14/1/66—Parl., dated the 24th January, 1967].

**Recommendation (Serial No. 5, Para No. 20)**

(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*

the 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 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 service 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 the 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.

#### REPLY OF GOVERNMENT

Necessary instructions have been issued in this Ministry's O.M. No. 14/9/66-Ests.(A)-I and No. 14/9/66-Ests.(A)-II, dated 3rd August, 1966, bringing the recommendations of the Estimates Committee to the notice of all the Ministries/Departments of the Government of India and the Government employees for information and guidance.

[Ministry of Home Affairs O.M. No. 14/1/66—Parl., dated the 24th January, 1967].

**Recommendation (Serial No. 6, Para No. 21)**

*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.*

**REPLY OF GOVERNMENT**

1. The recommendation is accepted.

2. As regards the first part of the recommendation it may be mentioned that one of the steps taken since 1957 to enhance the All India character of the IAS/IPS, in pursuance of a recommendation of the States Reorganisation Commission, is to fill at least 50 per cent of the vacancies, filled in each State cadre on the results of the annual competitive examination, by candidates domiciled outside the State.

The 'Insider'/'Outsider' ratio of appointments made to the I.A.S. and the I.P.S. through the combined competitive examinations held during the years 1947 to 1964 is as follows:—

Service	Total appointments made	Insiders	Outsiders
I. A. S.	1226	487(39.9%)	739(60.1%)
I. P. S.	870	406(46.7%)	464(53.3%)

3. As regards the second part of the recommendation it may be stated that in the curriculum of both the Foundational Course and of the I.A.S. Course, emphasis is placed upon the need for national loyalties rather than parochial, sectarian or linguistic loyalties. The Director, National Academy of Administration, Mussoorie and the Director, Central Police Training College, Mt. Abu have been requested to bring to the notice of the probationers the recommendation of the Estimates Committee so that they can understand the importance placed on national loyalty and mould their actions and attitudes accordingly.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl., Dated the 24th January, 1967].

**Recommendation (Serial No. 10, Para No. 27)**

(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 Manpower Research to determine the requirements of Indian Administrative Service and for evolving suitable methodology for forecasting the requirements in future.

#### REPLY OF GOVERNMENT

A triennial review of the Strength and Composition of the IAS/IPS cadres of various States is required to be made by Government of India in consultation with State Governments under Rule 4(2) of the IAS/IPS (Cadre) Rules, 1954.

2. The Strength and composition of each I.A.S. cadre was originally fixed on 22nd October, 1955—the date of promulgation of the I.A.S. (Fixation of Cadre Strength) Regulations, 1955. Later, on 1st November, 1956, the cadres of Andhra Pradesh, Bombay, Kerala, Madhya Pradesh, Mysore, Punjab, Rajasthan and West Bengal were revised and refixed as a result of States Reorganisation. Again, during 1956-57 the cadres of Assam, Bihar, Bombay, Madras, Orissa, Uttar Pradesh, Kerala and Rajasthan were revised due to Five Year Plans. In view of this the first triennial review was taken up during year 1959 and completed in 1960. The second review was taken up in 1963 and the third one is in progress in the current year.

3. In the beginning of the year, in which the triennial review is due, the State Governments are requested to review the strength and Composition of the cadres particularly with reference to the following aspects:

- (i) manpower requirements on account of the increased tempo of social and economic development under the Five Year Plans;
- (ii) encadrement of such of the existing temporary additions to cadres as are required on a long term basis;
- (iii) encadrement of non-cadre posts declared equivalent to cadre posts wherever necessary; and
- (iv) exclusion, where considered necessary, of cadre posts kept in abeyance.

4. On receipt of the proposals, they are examined in the Ministry with a view to ensure that (i) there is, as far as possible, uniformity in the encadrement of posts as between the cadres; (ii) temporary additions to the cadres which have continued for more than 2 years are encadred if they are required by the State Governments on long term basis; (iii) such of the non-cadre posts, as are required by the State Government to be manned by cadre officers are encadred, so that utilisation of deputation reserve is within the limit provided in the cadre; and (iv) cadre posts kept in abeyance are de-cadred if they are not required. The State Governments are addressed to obtain classifications and further information, where considered necessary, before finalisation of the proposals. Where the review results in encadrement of super time scale posts the Ministry of Finance are also consulted.

5. The strength of the I.A.S. cadre fixed on 22nd October, 1955 under the I.A.S. (Fixation of Cadre Strength) Regulations, 1955 was 1539. This rose to 1862, immediately before the first triennial review, as a result of revision of cadre strength of some of the States due to the Re-organisation of States. A statement, giving cadre-wise the strength and composition of the cadres before the triennial review and after the triennial review is at Appendix II.

6. Since 1963, the recruitment to IAS has been planned so as to provide (a) a maintenance element for meeting the deaths, retirements and other casualties in the Direct Recruitment quota; (b) a growth element to meet anticipated expansion of this quota; and (c) an element to reduce the existing gap between the sanctioned strength and officers in position. The maintenance element and growth element were worked out for each cadre individually. In order to avoid imbalances in cadres, haphazard and fluctuating recruitment and serious blockages, it was decided that only half the existing gap should be covered by recruitment during the next five years and that recruitment should be so planned as to leave a gap which would be not less than the maintenance recruitment to be made the next year. On this basis a phased programme of recruitment for five years was drawn up each year in consultation with State Governments and the rate of recruitment for each year was decided. It will be noted that this calculation has, since 1963 become an annual feature so that, apart from the triennial review which is an exhaustive analysis of cadre strengths, any imbalance resulting from developments not anticipated earlier, can also be corrected to the extent feasible.

7. The Administrative Reforms Department have undertaken a study into the question relating to cadre management in its broader sense. Cadres of five States in different parts of the country namely, Assam, Maharashtra, Mysore, Punjab and Uttar Pradesh, have been taken up for study. The study team have expressed the preliminary view that recruitment to the IAS



has to be made against the senior posts in the cadre and that as officers would take normally 4-5 years to attain maturity to hold charge of senior posts, forecasting of recruitment has to be done 5-10 years in advance. There should also be an annual review to take into account changes in requirements that have taken place and projected need for next ten years. As soon as the Study Team submits its final report, further improvements will be considered.

8. Mention might be made here of the kinds of stresses to which the cadres of All India Services in the States become susceptible in a situation that has not remained static for any length of time. For example, the introduction of the Panchayati Raj scheme in Maharashtra, at one stroke, doubled the number of officers of the rank of Collector because in addition to the Collector, there had to be a Chief Executive Officer of the same rank in each Zila Parishad. In West Bengal, the overnight introduction of rationing created a requirement of a fairly large number of senior-scale officers which could not have been planned earlier. Considerations of security had in several States resulted not only in a large requirement for I.P.S officers in the extra Police battalions that had had to be raised but have also added to a considerable extent to the need for I.A.S. officers. In the mountainous districts bordering on Tibet special programmes of development required the creation of extra district in U.P. Such pressures seem to be inevitable in the years to come and can be met to some extent by the annual review of the rate of recruitment that has been described in paragraph 6 above but imbalances may continue to arise. Government accept the recommendation of the Estimates Committee that the need for correctly assessing the requirements and for recruiting the requisite number of officers to the Indian Administrative Service each year cannot be too strongly stressed. However, endeavour will be made to improve the forecasting of the requirements and the calculation of the recruitment rate. The question of determining the requirements of the IAS and of evolving better methodology for forecasting the requirements in future have been referred to the Institute of Manpower Research as recommended by the Estimates Committee. Suggestions of the Institute will be given due consideration.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl., Dated the 24th January, 1967].

#### **Recommendation (Serial No. 11 Para No. 28)**

*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 overriding consideration 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.*

#### REPLY OF GOVERNMENT

The recommendations have been noted for future guidance.

[Ministry of Home Affairs O.M. No. 14/1/66—Parl., dated the 24th January, 1967]

#### Recommendation (Serial No. 12, Para No. 29)

*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 the 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.*

#### REPLY OF GOVERNMENT

The recommendations of the Committee have been circulated to all the State Governments, Ministry of Finance and Department of Administrative Reforms for ascertaining their views.

[Ministry of Home Affairs O.M. No. 14/1/66—Parl., dated the 24th January, 1967].

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE  
*Government may state the latest position.*

[L.S.S. O.M. No. 5/11/ECI/66 dated the 13th December, 1967]

FURTHER REPLY OF GOVERNMENT

The recommendation has been accepted. The next triennial review will be conducted in the manner suggested by the Committee.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 30th December, 1967]

**Recommendation (Serial No. 13, Para No. 31)**

*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 all 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.*

REPLY OF GOVERNMENT

Briefly, the recommendation made above is as under:—

- (i) the existing mode of recruitment to the All India Services and Central Services Class I needs a deeper probe.
- (ii) the existing mode of recruitment should be improved.
- (iii) other suitable methods to attract men of talent, character and promising qualities to the Civil Services should be considered.

- (iv) special attention should be paid to improve the general standard of education especially in the Universities.
- (v) special attention should be paid to the rationalisation of employment opportunities in Government service *vis-a-vis* those in private sector and vice-versa.

The action taken thereon is as follows—

(i) , (ii) and (iii)—The recommendations have been referred to the Administrative Reforms Commission who are making a deeper probe into the existing method of recruitment. The Commission are likely to recommend other measures to attract men of talent, character and promising qualities to the Civil Services.

(iv)—The recommendation has been referred to the Ministry of Education for taking action.

[Ministry of Home Affairs O.M. No. 14/1/66 Parl. Dated the 24th January, 1967]

#### **Recommendation (Serial No. 15 Para No. 33)**

(i) *The Committee consider that the head of the district civil administration should be a person of nature 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 nature 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 IAS officers, Government should keep in mind the sensitive nature of sub-divisional administration and the complexities of civil administration in these days of shortages of consumer goods. The Committee would like the Government to see whether it would be more useful to a new IAS recruits 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.*

. . . . .

## REPLY OF GOVERNMENT

(i) The Estimates Committee were informed that "All State Cadres except Delhi and Himachal Pradesh and Jammu and 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 I.A.S. Sufficient experience in charge of districts before they are drafted for other duties.

The Estimates Committee have already taken note of the above position *vide* foot-note on page 40 of their Ninety Third Report. In view of this, no action is called for on the Committee's recommendation.

(ii) The IAS probationers recruited on the results of the Combined Competitive Examination are given the following training immediately on their appointment to the IAS:—

- |   |                  |
|---|------------------|
| (i) Training in Foundational Course at the National Academy of Administration | About 4 months.  |
| (ii) Institutional training at the National Academy of Administration.        | About 3 months.  |
| (iii) 'On the job' training in the State of their allotment.                  | About 13 months. |

During the period of 'on the job' training the Probationers are put to training under experienced Administrative officers in Districts.

2. The late Shri V. T. Krishnamachari in his report on 'India & State Administrative Services—Problems of District Administration' recommended that IAS Probationers should be posted for training under carefully selected Collectors who should be required to send periodical capacity generally.

The State Government have generally accepted this recommendation. The attention of the State Government has been drawn to the recommendation of the Estimates Committee.

[Ministry of Home Affairs O.M. No. 14/1/66 Parl. Dated the 24th January, 1967]

**Recommendation (Serial No. 16, Para No. 34)**

(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 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 Committee should be deemed to be duly constituted only when both the representatives of the Union Public Service Commission and the Central Government are present.*

**REPLY OF GOVERNMENT**

The matter is under consideration in consultation with the State Governments. The Committee would be informed of the decision in the matter as soon as it is reached.

[*Ministry of Home Affairs O.M. No. 14/1/66 Parl. Dated the 24th January, 1967*]

**FURTHER INFORMATION CALLED FOR BY THE COMMITTEE**

*Government may state the latest position.*

[*L.S.S. O.M. No. 5/11/ECI/66 Dated the 13th December, 1967*]

**FURTHER REPLY OF THE GOVERNMENT**

The Schedule to the IAS/IPS (Appointment by Promotion) Regulations, 1955, has been amended providing for the association of a nominee of the Central Government in the Selection Committees of all the States except Assam, Madhya Pradesh, Maharashtra and Orissa. These 4 states had objected to the proposal. It has been recently decided to amend the Schedule in respect of these States also. The matter is now pending with the

Union Public Service Commission whose concurrence has been sought for the issue of the amendment.

[Ministry of Home Affairs O.M. No. 14/1/66—Parl. Dated the 30th December, 1967]

**Recommendation (Serial No. 17, Para No. 35)**

*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 or two years.*

**REPLY OF GOVERNMENT**

2. As regards the Committee's observation that there have been instances which show that extensions in service to State Civil Service officers have been given merely "by virtue of the inclusion of their names in the Select List," it is proposed to regulate the matter by making a suitable provisions in the IAS/IPS (Appointment by Promotion) Regulations, 1955. The State Government have been consulted in the matter and it is proposed to finalise the proposed amendment, in consultation with the Union Public Service Commission, shortly. After issue of the proposed amendment, such cases will not arise.

[Ministry of Home Affairs O.M. No. 14/1/66 Parl. Dated the 24th January, 1967]

**FURTHER INFORMATION CALLED FOR BY THE COMMITTEE**

*Government may indicate the latest position regarding the proposed amendment to the IAS/IPS (Appointment by Promotion) Regulations, 1955, referred to in para 2 of their reply.*

[L.S.S. O.M. No. 5/11/ECI/66 Dated the 13th December, 1967]

**FURTHER REPLY OF THE GOVERNMENT**

The IAS/IPS (Appontment by Promoton) Regulations, 1955, have since been amended *vide* this Ministry's Notifications No. 27|42|64-AIS (III)-A and 27|42|64-AIS(III), dated the 31st March, 1967 (Appendix III).

[Ministry of Home Affairs O.M. No. 14/1/66—Parl. Dated the 30th December, 1967]

**Recommendation (Serial No. 21, Para No. 41)**

(i) *From the statement furnished to the Committee analysing the reasons for delays in the issue of Officers 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 devising remedial measures.

(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 the Government so as to eliminate delays which are occurring at various stages such 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.

#### REPLY OF GOVERNMENT

(i) As recommended by the Committee, the cases have again been looked into. In some cases, the administrative Departments did not consider the candidates recommended by the Commission suitable; in some, the posts for which the candidates had been recommended were abolished for economy and for administrative reasons; in some, there was delay in the decision regarding actual posting. Delay in some of the other cases were due to reasons mentioned below:—

- (i) The person selected had been granted an Emergency Commission in the Defence Services and the offer could not be issued till his return; the post had at the same time to be kept for him.
- (ii) A departmental enquiry was pending against the candidate recommended.



- (iii) The offer was delayed pending examination of repercussions on the departmental candidates whose applications had not been earlier forwarded at the time of selection.
- (iv) The offer was delayed to prevent the reversion of a senior officer.
- (v) The Commission had to be approached for further relaxation of age.

Thus, the delay in issue of offers of appointments has been due to administrative exigencies of diverse kinds and there is no single common cause that could be discerned. The various Ministries/Departments have been requested to observe scrupulously the existing instructions on the subject and avoid delays on flimsy grounds.

(ii) Instructions have been issued from time to time, to the Ministries and Departments of the Government of India, impressing upon them need to make timely reference to the Union Public Service Commission in matters of recruitment and appointments. The Ministries/Departments have also been advised to investigate and fix responsibility in all cases where any kind of irregularity occurs.

More specifically, in the case of appointments the Ministries/Departments have been directed to see that nominations received from the Commission are processed with utmost expedition at every stage, and that offers are sent to the candidates with the least possible delay. The Committee's suggestion that cases of delay beyond a specified period, particularly in sending out offers of appointments to candidates selected by the Commission should be reviewed by the Secretary of Ministry/Head of the Department concerned is already being observed under the existing instructions. Ministries/Departments are required to keep a special watch on such cases by devising a suitable proforma which has to be submitted to the Joint Secretary/Head of the Department concerned periodically. However, these instructions have been reiterated and the recommendation of the Estimates Committee has been brought to the notice of the Ministries/Departments.

As regards Committee's suggestion that the Ministry of Home Affairs may also review the position once in six months to make sure that no hold-ups occur in intimating vacancies to the commission or in filling the posts from among the approved list of candidates or on any account, it may be stated that all such cases of delay/irregularities are reported by the Commission in their Annual Reports. All these cases are investigated and the Ministries/Departments concerned requested to explain the reasons for delay or irregularity. Thus an annual review is already being made by this Ministry and it may not be necessary to make a further six monthly review.

Moreover as and when any case of delayed reference or irregular appointment comes to the notice of the Commission this Ministry is intimated and the matter is taken up with the concerned authority to explain the delay or irregularity and fix responsibility for the same.

In regard to the Committee's suggestion that this Ministry may use its good offices with the State Governments requesting speeding up the process of verification of antecedents of successful candidates, the Chief Secretaries of the various State Governments have been addressed in the matter.

[*Ministry of Home Affairs O.M. No. 14/1/66 Parl. Dated the 24th January, 1967*]

### **Recommendation (Serial Nos. 22 & 23, Paras 42 & 43)**

22. *The Committee note with concern that the number of officers whose cases awaited scrutiny by the Departmental Promotion Committees rose from 2150 on 1st April, 1963, to 2703 on 31st March, 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.*

23. *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 Committee's 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.*

### **REPLY OF GOVERNMENT**

Instructions have been again issued to the Ministries/Departments, *vide* the Ministry of Home Affairs Office Memorandum No. 1|9|66-Estt(D), dated 22nd July, 1966 reiterating the need for strict compliance by Ministries/Departments of the instructions issued earlier by the Ministry of Home Affairs *vide* Office Memoranda noted below.—

- (i) *Office Memorandum No. 9/21/58-RPS, dated the 10th June, in which employing departments were requested to estimate the*

number of vacancies which might arise in the succeeding year for being filled by promotion and also to convene the meetings of the Departmental Promotion Committee at regular annual intervals.

- (ii) *Office Memorandum No. 1|5|64-Estt(D), dated the 14th April, 1964* in which the administrative authorities were requested to ensure that the information furnished to the Departmental Promotion Committees, when proposals for promotion and confirmations of officers are placed before them is accurate and in proper order in all respects.

The Ministries/Departments have also been requested to investigate in future all cases of delay and of submission of incorrect particulars to the D.P.C. and take suitable action against the persons responsible for default. The Union Public Service Commission also mentions such cases in their annual Report and such cases are pursued by the Home Ministry with the Ministry/Department concerned to fix responsibility where necessary.

To minimise the delay in finalising cases of promotion, instructions have been issued emphasising the need to hold regular meetings of Departmental Promotion Committees and specific period of validity of select lists drawn up by the Departmental Promotion Committees are laid down, at the end of which the lists have to be reviewed by the Committees.

[*Ministry of Home Affairs O.M. No. 14/1/66 Parl. Dated the 24th January, 1967*]

**Recommendation (Serial No. 25, Para No. 46)**

(i) *The Committee are of view that the authorised strength of the Indian Statistical Service and the Indian Economic Service should be finalised very taking into account the requiremens of the Fourth Five Year Plan.*

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

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

(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*

## REPLY OF GOVERNMENT

The authorised strength of the Indian Statistical Service and the Indian Economic Service has been recently reviewed making provision for leave, training and deputation reserves, to meet among others the requirements of other developing countries in Asia and Africa for the services of officers of the two Services. The strength as on February 1, 1966 is indicated below:—

**Authorised Strength**  
INDIAN STATISTICAL SERVICE

	<i>Perma- nent</i>	<i>Tempo- rary</i>	<i>Total</i>	<i>Percentage increase over original strength at initial constitution.</i>
Grade I—Director	6	2	8	
Grade II—Joint Director	5	2	7	
Grade III—Deputy Director	43	8	51	
Grade IV—Assistant Director	146	31	177	
	200	43	243	30.23%
INDIAN ECONOMIC SERVICE				
Grade I—Director	11	3	14	
Grade II—Joint Director	13	2	15	
Grade III—Deputy Director	77	16	93	
Grade IV—Assistant Director	269	31	300	
	370	52	422	31.3%

It is considered that after the recent revision the authorised strength is sufficient to meet the demands for economists and statisticians of the Central Government for at least the first two years of the Fourth Five Year Plan. An assessment of the total requirements for the last three years of the Plan is being undertaken. The authorised strength of these two Services will be further augmented in the light of this assessment.

It may be mentioned that the revision of the strength of the two Services on August 1, 1965 was reported to the Committee and appears as a foot note at pages 56-57 of the Report.

(ii) The method and procedure of recruitment to various Grades of the Indian Statistical Service and the Indian Economic Service is laid down in the ISS/IES Rules, 1961. As regards direct recruitment to Grade IV of the two Services, the scheme for competitive examination is being finalised in consultation with the Union Public Service.

The training programme for the two Services as recommended by the Ad Hoc Committees and the Standing Technical Committees for the Indian Statistical Service and the Indian Economic Service has been approved by the Service Boards. Arrangements are now being worked out for training of the ISS/IES probationers at the Indian Statistical Institute, Calcutta and at the Institute of Economic Growth, New Delhi.

(iii) Appointments at the initial constitution of the Indian Statistical Service and the Indian Economic Service were made strictly in accordance with the select-lists provided by the Union Public Service Commission. This fact was also reported to the Committee and appears as a foot note at pages 56-57 of the Report.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 24th January, 1967]

#### **Recommendation (Serial No. 28, Para No. 52)**

*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.*

*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 subverted 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.*

#### **REPLY OF GOVERNMENT**

A review of the system of direct recruitment to the Section Officers' Grade is being undertaken and its results will be reported to the Estimates Committee in due course.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 24th January, 1967]

#### **FURTHER INFORMATION CALLED FOR BY THE COMMITTEE**

Government may intimate whether the review has since been completed and, if so, what are its results.

[L.S.S. O.M. No. 5/11/ECI/66, Dated the 13th December, 1967].

#### **FURTHER REPLY OF GOVERNMENT**

The review has not yet been completed. The results of the review will be communicated to the Estimates Committee as soon as it is completed.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 25th January, 1968]

## COMMENTS OF THE COMMITTEE.

*The result of the review may be communicated to the Committee as early as possible.*

**Recommendation (Serial No. 29, Para No. 53)**

(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'.*

*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.*

(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.*

## REPLY OF GOVERNMENT

(i) It has been decided not to extend the concession beyond 30th September, 1967.

(ii) As a precautionary measure, following provision is made in the Notice of the Examination published every year:—

*"Candidates should clearly understand that this is a competitive and not a qualifying examination. The number of persons to be included in the Select List for the Section Officers' Grade on the results of the examination is entirely within the competence of Government to decide. No candidate will, therefore, have any claim for inclusion in the Select List on the basis of his performance in this examination, as a matter of right."*

*[Ministry of Home Affairs O.M. No. 14/1/66 Parl. Dated the 24th January, 1967]*

**Recommendation (Serial No. 31, Para No. 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.*

## REPLY OF GOVERNMENT

Regulations to govern the procedure to be adopted for preparing the Select lists for promotion from Grade II to Grade I of the Stenographers

Service have been laid down (copy attached). These are in accordance with the general principles to be adopted by Ministries etc. for making promotions to higher posts on the basis of selection on merit. According to the regulations, the Selection Committee is required to classify the officers included in the field of selection as "outstanding", "very good", "Good" on the basis of merit, merit being assessed on the basis of the confidential records.

The confidential record form contains the assessment of the reporting officers on many items such as punctuality, proficiency and accuracy in stenographic work, intelligence and industry, trustworthiness, initiative and tact etc., and also a general summing up of the employee's good qualities and shortcomings. Detailed confidential instructions have also been issued laying down the method of filling the confidential reports. Merit is a combination of several qualities—experience and performance, and the Selection Committee has to weigh all these qualities together in arriving at a general assessment of merit of the individual for purposes of classifying him according to the regulations mentioned above. The Government are thus in agreement with the recommendations of the Committee and are following them. Certain essential standards to determine merit shall be prescribed for the guidance of all concerned if necessary and to the extent it is feasible to do so.

[Ministry of Home Affairs O.M. No. VD/1/66-Parl., Dated the 24th January, 1967].

### **Recommendation (Serial No. 36, Para No. 62)**

*The Committee observe that quite a larger 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 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.*

### **REPLY OF GOVERNMENT**

Government agrees with the suggestion and necessary steps for its implementation are under consideration.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 24th January, 1967].

## COMMENTS OF THE COMMITTEE.

*The Committee may be informed of the steps taken for the implementation of hte recommendation.*

**Recommendation (Serial No. 37, Para No. 64)**

*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.*

## REPLY OF GOVERNMENT

The Conduct Rules for the All India Services are being revised in the light of the recommendations of the Santhanam Committee. As required under the rules the State Governments were consulted in the matter. The remarks furnished by the State Governments on the proposed draft Conduct Rules are under consideration of the Government of India.

[Ministry of Home Affairs O.M. No. 14/1/66—Parl. Dated the 30th December, 1967]

## FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

*Government may state the latest position.*

[L.S.S. O.M. No. 5/11/ECI/66, Dated the 13th December, 1967].

## FURTHER REPLY OF GOVERNMENT

The revised Conduct Rules for the All India Services officers have been finalised in the light of the comments of all the State Governments and are expected to be notified shortly.

[Ministry of Home Affairs O.M. No. 14/1/66—Parl. Dated the 24th

**Recommendation (Serial No. 38, Para 65)**

*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.*

## REPLY OF GOVERNMENT

The Ministry of Home Affairs have since forwarded the following documents to the Ministries/Departments:—

- (1) Constitution of National Council:



- (2) Constitution of Departmental Council;
- (3) Instructions for Conduct of Business of Departmental Council;
- (4) Scheme for Joint Consultative Machinery and Compulsory Arbitration; and
- (5) Declaration of Joint Intent.

2. The number of seats allotted to each Ministry on the staff side of the National Council has been intimated to the Ministries who have been requested to let us know the names of the representatives. Similarly, the number of seats allotted to them on the staff side of the Departmental Councils have also been intimated and they have been requested to take action to form Departmental Councils,

[*Ministry of Home Affairs O.M. No. VD/1/66-Parl., Dated the 24th January, 1967*].

(Recommendation (Serial No. 39, Para No. 68))

*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 competitiveness of the country's products in the inter-national 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 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 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 feeling of bossism or bureaucratic mentality.*

#### REPLY OF GOVERNMENT

Most of the recommendations mentioned in the Committee's Report are already being implemented in the instructions imparted to the probationers of the All India Services and the Central Services in the Foundational Course at the National Academy. The subject of industrial policy is specifically included in the syllabus in 'Economics'. The same applies to international trade. The study of the Five-Year Plans which is to be undertaken by the probationers during the Foundational Course takes care of the resources aspect mentioned by the Estimates Committee in its recommendation. The recommendation of the Committee has been brought to the notice of the National Academy of Administration and the emphasis on these subjects is being increased.

As regards the Committee's recommendation that the Officers should be made aware of the importance of public relations, a sympathetic approach to citizens' problems and readiness to redress genuine grievances, all possible effort is made in this direction in the course of training at the Academy. Attention is also given to the development of an officer's personality and of the proper attitude. The recommendation has been carefully noted and the Academy is being advised to lay greater emphasis on these aspects so as to develop in the officers a searching spirit, a desire for knowledge, a sense of patriotism and service and eagerness for improvement and speedy and effective disposal of cases.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 24th January, 1967].

#### **Recommendation (Serial No. 40, Para No. 69)**

*The Committee consider that the syllabus for the training of Indian Administrative service Officers in the second part of their stay at Mussorie 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 principle 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 undertaking 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 administrations 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.*

#### REPLY OF GOVERNMENT

Most of the points in the recommendation of the Estimates Committee have already been taken into account while framing the syllabus for the Indian Administrative Service training course at the National Academy of Administration. There are two separate papers carrying 75 marks each on:—

- (i) Basic Economic Principles and Five Year Plans.
- (ii) General Administrative knowledge.

The syllabus for these papers given in the IAS (Probationers' Final Examination) Regulations, 1955 would show that study of the Five Years

Plan gives the probationers sufficient insight in the field of Commerce and industry and of the problems facing the country in the Agricultural sector. The study of 'Basic Principles of Economics' and 'General Administrative Knowledge' makes the probationers conversant with the Industrial Policy of the Government of India and the Public and private sectors in the economy of the country. This also includes instructions in the operation and the problems, of Public Sector Undertakings. A number of talks on these subjects are also delivered by guest speakers each of whom covers a different aspect of the problem. In addition, the probationers spend 3-4 days at a Public Sector Undertaking—during their 'Bharat Darshan' tour, where they discuss with the officers of the undertaking various aspects of the working of the project. As regards knowledge of the 'Profit and Loss Statements of Accounts' of the Public Undertakings, it is felt that it is not entirely appropriate to include this subject of instruction at the initial stage of training of the IAS probationers. The officers do not go to Public Undertakings until they complete 7—9 years' service and more over only a small percentage of each year's recruits can at any time be posted to such jobs. Training in this subject will, therefore, be taken care of during Refresher Courses conducted at the National Academy every year, for officers of 9—12 years' standing.

2. Apart from written examination, the probationers at the Academy acquire broad understanding of the subjects in various ways. A considerable portion of the teaching time at the Academy is spent in group discussions. The purpose of such discussions is to give probationers a real understanding of the subject and to ensure that their knowledge of the topic is not restricted only to instruction during lectures. Apart from the subjects in which they are examined a number of other general topics are taught which are not included in the curriculum for the examination. The benefits of training are not restricted to the instructions in the Class room but considerable importance is attached to corporate life at the Academy.

3. The Advisory Council of the National Academy of Administration has recently appointed a Committee to go into the training arrangements and particularly to consider the syllabus of training. The Estimates Committee's recommendation has been taken note of by the committee and the matter would be further considered when committee's report and the Advisory Council's Comments thereon are received by Government.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 24th January, 1967].

**Recommendation (Serial No. 43, Para No. 72)**

(i) *The Committee note that, out of a total of 35 established Central Services Class 1 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 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.*

#### REPLY OF GOVERNMENT

The Ministries|Departments who are administratively concerned with the Central Services Class I have been requested to furnish the existing traing programmes for the Services concerned. They have also been requested to communicate their views on sub-para (ii) of the Estimates Committee's recommendations mentioned above. Replies are awaited from most of the Ministrics|Departments.

*[Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 24th January, 1967].*

#### FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

*(L.S.S. O.M. No. 5/11/ECI/66, Dated the 13th December, 1967) . .*

#### REPLY OF GOVERNMENT

72. (i) Government accept in principle the recommendations that all fresh recruits to Central Class I Servies, whether technical or non-technical should be given "a basic understanding of the constitutional, economic and social frame-work within which they have to work and discharge their responsibilities." The existing facilities at the National Academy of Administration, Mussoorie as also the proposed facilities when the Academy is shifted to Delhi would not make it possible for Government to arrange for this training to be imparted to members of those Services at the Academy. The Ministries to the Government of India have been requested that wherever institutional training is being aranged for officers belonging of those Class I Services, who are not at present attending the Foundational Course at Mussoorie, arrangements should be made for instructions being given to them in the subjects mentioned above.

*Government may state the latest position.*

(ii) The recommendations of the Committee are accepted. The Ministries have been requested to systematically review the training arrangements of Services under their administrative control. When a full-fledged Training Division is established in the Home Ministry, a more systematic review would then be entrusted to this Division.

[*Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 24th January, 1967*].

### **Recommendation (Serial 44 Para No. 73)**

*The Committee feel that the Schedule 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.*

#### **REPLY OF GOVERNMENT**

Under the existing scheme the Refresher Courses are conducted by the National Academy of Administration for officers of 8 to 12 years' service from the I.A.S. and the other Central Services. But the courses are not being run regularly and systematically due to the following two disabilities—

(i) the Academy has been short of staff particularly in the field of public Administration; and

(ii) the State Governments, Central Ministries and Departments have not been able to send candidates in sufficient numbers and of the right type owing to their own difficulties.

2. A proposal to establish a Training Division in the Ministry of Home Affairs is under consideration. When this proposal is finalised, and implemented it will be possible to evolve an arrangement whereby training facilities not only at the Academy but also at other Government and autonomous institutions are utilised in a coordinated manner to organise training comprehensively and systematically. The intention is to develop a broad based programme of training including refresher training. It is also likely that the Administrative Reforms Commission may go into this matter in some detail and make specific recommendations.

[*Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 24th January, 1967*].

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

*Government may state the latest position.*

[L.S.S. O.M. No. 5/11/ECI]66, Dated the 13th December, 1967.]

FURTHER REPLY OF GOVERNMENT

The proposal to set up a Training Division in the Ministry of Home Affairs is still under consideration. It would be possible to conduct refresher courses regularly at the National Academy when it shifts to Delhi. Provision for conducting such courses has been made in the building plan of the Academy. It is expected that the construction work would be completed, and the Academy would be in a position to shift to Delhi by 1970.

**Recommendation (Serial No. 45, Para No. 77)**

(i) *The Committee consider that as Section Officers and Assistants constitute the base of the Central Secretariat, it is imperative that the training receives careful attention. The Committee would suggest that the syllabus for the 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 Service conducted by the National Academy of Administration could, with suitable modifications, be filled 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.*

REPLY OF GOVERNMENT

The suggestion is being examined in consultation with the Secretariat Training School and the Ministries concerned.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl., Dated the 24th January, 1967].

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

*Government may state the latest position.*

[Ministry of Home Affairs O.M. No. v4/1/66-Parl. Dated the 30th December, 1967]

[L.S.S. O.M. No. 5/11/ECI/66, Dated the 13th December, 1967].

## FURTHER REPLY OF GOVERNMENT

The recommendation of the Committee has been accepted and steps have been taken in consultation with the Secretariat Training School to revise the syllabi for the training of direct recruits appointed in the grades of Section Officer and Assistant in the C.S.S. as well as refresher courses for Section Officers and Assistants.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl., Dated the 25th January, 1968].

**Recommendation (Serial No. 46, Para No. 78)**

*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 ve years, it would be advantageous to review it and effect improvements in the light of experience.*

## REPLY OF GOVERNMENT

The programme of executive training of C.S.S. Officers was last reviewed in 1963 as a result of which the duration of the training was reduced from two years to sixteen months. A further review is now proposed to be undertaken in consultation with the State Governments etc. to assess how far the objectives in view have been achieved and what further improvements are necessary.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl., Dated the 24th January, 1967].

**Recommendation (Serial No. 49, Para No. 96)**

*(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 accountancy, organisation and methods and the inter-relation 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 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 result. 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.*

#### REPLY OF GOVERNMENT

(i) and (ii). The panels for various top management posts are being drawn up having regard to the qualifications, experience in particular fields and suitability of the officers concerned. The training of the type suggested is provided by deputing the officers to the programmes available in the existing institutions or by arranging appropriate Refresher Courses, Seminars, etc.

(iii) It has already been decided that the appointments to top management posts 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. Removal thereafter should be in exceptional circumstances like proven inefficiency, misconduct or ill-health.

(iv) The general policy in making appointments to top management posts is that priority of consideration must be given to suitable persons who have been working in Public Enterprises for a number of years and only if such persons are not found suitable, should the other sources be tapped. Although in the context of growing needs and scarcity of managerial talent a practical approach would be to locate suitable persons from all sources, the objective is that, in the long run, the Public Sector as a whole should become self-sufficient in this respect. For this purpose, the Public Enterprises will be encouraged to plan executive development at junior and middle levels.

[Ministry of Finance (Bureau of Public Enterprises) O.M. No. 13 (45)/66-F.I., Dated the 20th October, 1966].

### **Recommendation (Serial No. 50, Para No. 97)**

*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.*

### **REPLY OF GOVERNMENT**

Government have since decided, as a measure of economy, with effect from 15th September, 1966, deputation (duty) allowance should not be granted to Central Government employees who go on deputation/foreign service to ex-cadre posts which carry identical, equivalent or lower scale of pay. In such cases, the pay will be fixed in the scale of the post to which the Government servant is transferred, under the normal rules and orders. Where, however, the individual wishes to detain the scale of pay admissible to him in his parent department at the time of deputation, he may be allowed to do so, if it is an equivalent scale, but no deputation allowance will be paid. The decision will not, however, apply to:—

- (1) cases in which a special pay is admissible under the existing orders in addition to pay of the parent grade while holding the deputation post; and
- (2) cases of personnel deputed for service in border and troubled areas and in security assignments in which deputation allowance is sanctioned at present.

A copy of the instructions issued by the Ministry of Finance in their Office Memorandum No. F.10(24)-E.III(B)/66, dated the 29th August, 1966, in this connection is attached herewith (Appendix V).

2. The question of admissibility of deputation allowance in ex-cadre posts carrying higher scales of pay is being reviewed by Government separately in the light of the recommendations made by the Estimates Committee.

[*Ministry of Home Affairs O.M. No. 14/1/66-Parl., Dated the 24th January, 1967*].

#### FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

*Government may intimate the decision taken on the question of admissibility of deputation allowance in ex-cadre posts carrying higher scales of pay.*

[*L.S.S. O.M. No. 5/11/ECI/66, Dated the 13th December, 1967*].

#### FURTHER REPLY OF GOVERNMENT

The matter is still under consideration of the Ministry of Finance. Issue of orders is likely to take some time.

[*Ministry of Home Affairs O.M. No. 14/166/-Parl., Dated the 30th December, 1967*].

#### COMMENTS OF THE COMMITTEE

*The decision taken in the matter of grant of deputation allowance in ex-cadre posts carrying higher scales of pay may be communicated to the Committee as early as possible.*

### CHAPTER III

#### RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLY

##### **Recommendation (Serial No. 9, Para No. 25)**

(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 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.*

(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.*

##### REPLY OF GOVERNMENT . . . . .

The various rules and regulations framed under the All India Services Act, 1951, from time to time, which are applicable to that members of the All India Services, are under constant review and whenever it is considered necessary to simplify or change any of the rules and regulations, the Government of India amend these rules and regulations after consulting the State Governments, etc. In view of this position, no action is called for on the Committee's recommendation for simplification of the rules and regulations.

2. As regards the Committee's recommendation for consolidation, etc. of the rules and regulations applicable to the All India Services, it may be stated that an 'All India Services Manual' is under compilation. The Manual would consist of 16 Chapters and contain the various Rules and Regulations applicable to the All India services. The Manual would also contain the important decisions taken by the Government of India under the aforesaid rules and regulations from time to time. The object which the Estimates Committee have in view would be achieved to a good extent by the proposed Manual. It would, however not be economical to prepare separate compilations of the rules and regulations for the two existing All India Services viz. I. A.S. and I. P.S., as the rules and regulations applicable to the I.P.S. are analogous to those applicable to the I.A.S. and, therefore, the decisions taken under one set of rules/regulations would also be applicable to the other set of rules/regulations. Apart from this, some of the Rules are common to both the Services e.g. All India Services (Discipline and Appeal) Rules, 1954, All India Services (Conduct) Rules, 1954 and the All India Services (Provident Fund) Rules, 1955, etc.

[Ministry of Home Affairs O. M. No. 14/1/66-Parl. Dated the 24th January, 1967]

#### **Recommendation (Serial No. 14, Para No. 32)**

*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 over-whelming 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 repective of his juture vocation.*

*At the same time, the Committee wish the Government to note that there is a general feeling in favour or 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.*

#### REPLY OF GOVERNMENT

Observations|Suggestion<sub>s</sub> of the Esti-  
mates Committee.

Reply of the Government

##### 1. Syllabus for the written examination.

(a) The compulsory papers, viz., Essay, General English and General Knowledge, prescribed in the scheme of the I.A.S. etc. Examination, afford an advantage to candidates with Arts background as distinct from Science background. As persons with scientific and technological background would be required in over larger numbers for administering specialised departments, the question of reorienting the syllabi of compulsory papers may be considered, so as to afford a fair chance to students with scientific background.

1. (a) The compulsory subjects seek to test certain qualities which are considered to be essential in would-be civil servants. They should have developed an interest in men and affairs around them. They ought to know something about the world they live in, on the human side as also on the scientific side. What is wanted is a person who has pursued his education intelligently, irrespective of whether he is an Arts graduate or a Science graduate. A properly educated person should have taken an intelligent and sympathetic interest in men and matters around him, and should at the same time be able to express his views with reasonable clarity.

Of the three compulsory subjects, viz., General English, General Knowledge and Essay, the General English paper could in previous years be said to have given an advantage to Arts graduates over Science graduates. This matter has recently been considered carefully, and the syllabus for the subject since revised. The revised syllabus has come into force with effect from the year 1966. The paper is now designed to be a test of the candidates' comprehension, his analytical powers, capacity for logical and coherent thinking, and workman like use of words, rather than of literary abilities and accomplishments. With this change, the Science graduates cannot be said to remain at a disadvantage when compared with the Arts graduates. The syllabus for General Knowledge inter alia includes "such matters:

of every day observation and experience in their scientific aspects as may be expected of an educated person"; and the question papers set for General Knowledge to include questions designed to test the candidates' grasp and broad appreciation not only of the Humanities but also of the Sciences, without requiring them to go into technicalities. Thus, this question paper is, in fact, a test of not only the understanding of economic, social and cultural problems but that of General Science as well. Further, even the question papers set for the Essay and General English also cover a wide range, and generally include alternative questions, giving an opportunity to the candidates to show their grasp and broad appreciation of science.

(b) An overwhelming majority of the candidates include in the list of those recommended for appointment on the results of the examination had taken up optional subjects from the Arts group.

(b) A casual perusal of the statistics relating to the subject-wise distribution of candidates examined and those included in the recommended list as given in the Annual Reports of the Commission from year to year may give the impression that an overwhelming majority of the candidates recommended were Arts graduates and that under the existing arrangement Science graduates, did not have a fair chance in the matter of entering into the Services. Not all the candidates examined in Arts subjects (and those included in the recommended list, after having been examined in the Arts subjects) are Arts graduates. Quite substantial number of such candidates were, in fact, Science/Engineering graduates. It will thus be seen that it is not correct to draw from the data given in the Annual Reports the inference that under the existing scheme of the competition, candidates who at the universities have studied courses in the basic Sciences and whose induction into the Services would be of advantage to the State, were at a handicap in the matter of entering into the Services.

At the I.A.S. etc., Examination 1965, for example, out of 1269 candidates who appeared with British History as an optional subject, there were **only 521** Arts graduates who had studied History (and not necessarily British History) as a subject at the Degree|Postgraduate level. The remaining 748 candidates, who offered British History, included 301 Science|Engineering graduates, and 35 Commerce graduates. Further, among the 128 candidates with British History as an optional subject included among those recommended for appointment, there were only 74 Arts graduates who had studied History (and not necessarily British History) at the Degree|post-graduate level. The remaining 114 candidates with British History as an optional subject among those recommended, included as many as 53 Science|Engineering graduates, and 5 Commerce graduates.

Similar analysis in respect of the other popular subjects in the Arts and Humanities group would show that the Science|Engineering graduates accounted for quite a substantial number among those recommended who had been examined in those subjects. For example, of the 164 candidates included in the recommended list, who had been examined in Indian History, there were only 65 Arts graduates who had studied History at the Degree|post-graduate level; and there were as many as 39 Science|Engineering graduates. In respect of World History, out of 131 candidates recommended, there were only 70 Arts graduates who had studied History at the degree|post-graduate level; and there were as many as 30 Science|Engineering graduates. Finally, in respect of International Law, which is one of the Popular subjects, out of 151 candidates recommended there were only 10 Arts graduates who had studied Law at the universities and there were as many as 32 Science|Engineering graduates.



Another way of looking at the general proposition relating to the intake into the Services of the Arts graduates vis-a-vis the Science|Engineering graduates would be to consider the number of candidates of each category recommended for appointment, not in absolute terms, but in relation to the number of candidates to each category actually appearing at the examination. At the examination held in 1955, for example, the total number of candidates who appeared was 4501, of whom 428 were recommended for appointment, the percentage of these recommended being 9.46 per cent of those appeared. As for the candidates with degrees in Arts and Humanities (including those who after the first degree in the Sciences proceeded for the Masters degree in Arts) the number of those who appeared was 2960, of whom only 269, were recommended for appointment. The number of Science|Engineering graduates who appeared was only 987, of whom 116 were recommended for appointment. Thus whereas 9.76 per cent of the candidates who were Arts graduates (i.e., almost the average intake) were included in the recommended list, the corresponding figure in respect of the Science|Engineering graduates was 11.75 per cent (i.e., well above the average intake). Further having regard to the fact that Science|Engineering graduates have greater avenues for employment both under Government and elsewhere in other ways, than what the Arts graduates have, and quite a number of good Science|Engineering graduates do not necessarily look to this examination for a career, the above data would in no way lead to the inference, that the I.A.S. etc Examination as designed did not afford a fair chance to Science/Engineering graduates, as compared to Arts graduates.

*b. Nature of Personality Test.*

The personality test be made more realistic and scientific. 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. The tests should be so designed as to assess the qualities of leadership and understanding by asking the candidates to handle certain given situations, which are reflective of his future vocation.

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2. The Government have given considerable thought to similar suggestions for making use of advanced knowledge of psychology, made in certain quarters from time to time. There already exists a provision for such tests (which are administered by the Directorate of Psychological Research of the Ministry of Defence) in the schemes of some of the examinations, viz., Indian Military Academy, Indian Navy, Special Class Railway Apprentices and National Defence Academy examinations, for which Intermediate|Matriculation is the prescribed academic qualification, and the age limits prescribed are below 21 years, 19½ years, 19 years and 17½ years respectively.

For obvious reasons, it has not been possible to make extensive use in India of modern psychological tests in selection procedures. In certain countries considerable advance has been made by the educational|research institutions in the development of psychological tests considered appropriate for different age groups|academic levels, and for varying needs. They have been continually evolving and validating through experiments, batteries of new tests for being put to use, with due regard to the age group|level of academic attainment and the social background of the examinees. The reliability of even these tests has been questioned in certain quarters. It will be agreed that for purposes of assessment of personality and potentiality of a highly selected group of candidates for the superior Civil Services, ready-made psychological tests cannot be borrowed either from foreign countries (who may have developed them for purposes of selections for the superior Civil Services) where the social milieu and the system of education are different, or from the Army who have developed them for use in Army selection, particularly at a lower age|academic level. Such experiments have been

tried in certain countries but not with happy results. In any case, until more psychologists of the right type and eminence are available in India, and the educational authorities and research institutions make the requisite progress in developing the necessary means for continually evolving and testing through experiments appropriate batteries of tests suitable for Indian conditions at different levels and for validity and reliability of those tests over a period of time, it would in the view of the Government be premature to make more extensive use than at present of psychological tests in the schemes for personnel selection, particularly for the higher services. The Interview for personality tests in the scheme of the combined competitive examination for recruitment to the all-India and higher Central Services is governed by the relevant provisions of the rules for the examination notified by the Ministry of Home Affairs. These provisions seek to follow the well established principles underlying the schemes of competitive selections, and the procedures adopted in the matter of recruitment to the higher Civil Services in certain democratic countries. While the written test, with its inherent limitations has been recognised as evidence of the intellectual development of the candidate to a large extent, it has not been, and cannot be regarded as infallible. The shortcomings of the written examination have been recognised by educationists; and it was the quest for a more conclusive evidence of the candidates that indicated the need for a personal interview in the schemes of these competitions in various countries. This additional test of a candidate through personal test of a candidate through personal interview has therefore, become and accepted part of these competitions.

A candidate for the all-India and higher Central Services is interviewed by a Board of competent and unbiased observers, including eminent educationists, who have before them a

record of his career. It is the mental qualities and aptitudes, e.g. intellectual curiosity critical powers of assimilation, balance of judgement, alertness of mind, initiative and capacity for leadership, that are primarily put to the test in the course of the conversation that forms the interview. The Commission have already given considerable thought to the question of effecting improvements in the techniques of interviews held for personality test; and within the limitations of time available and the resources they have, they continue to improve to the extent possible those techniques in the light of their own experience and that of Civil Service Commission in other countries, and the advice of experts, including those who have been assisting them as Members of the Personality Test Board from time to time. Further, improvements may be made in the light of experience.

### 3. Reduction of more marks for personality Test.

The maximum marks at present allotted to the personality test may be reduced.

3. The maximum marks allotted for personality test for I.A.S., I.P.S., and C.S. were reduced with effect from 1964 Examination as follows:—

	From	To
I.A.S.	400	300
I.P.S.	300	200
C.S.	300	200

Maximum marks for I.F.S. continue to be 400.

As regards the maximum marks for the I.P.S., it may be stated that the matter was considered by the Committee on I.F.S. and they have recommended the retention of the maximum marks for I.F.S. at 400. Relevant extracts from the Report are annexed.

## ANNEXURE

### *Extract from the Report of the Committee on the Indian Foreign Service Personality Test*

270. Minimum qualifying marks in the Personality Test were for many years a precondition for success in the examination. This resulted in serious anomalies e.g. a candidate with very high marks in the written papers failing totally in the Personality Test and hence in the examination. After protracted debate, therefore, the minimum was abolished in 1957 in respect of all Services including the IFS. Criticism was, nevertheless, not

altogether silenced; it was still argued that the marks allotted for this part of the examination were disproportionately high (400 out of 1850) and tended to operate against talented candidates who might not be good at interviews. The proposal for a reduction in the weightage given to the Personality Test was also eventually accepted and from the 1964 examination, the marks, were reduced to 300 for the I.A.S.

271. The Ministry of External Affairs has, however, always held that the Personality Test is of particular value for selection to the I.F.S. Therefore, in consultation with the Commission the marks for the Personality Test for the I.F.S. have been retained at 400.

272. We have found general agreement that an assessment of personality should continue to occupy an important place in the scheme of selection for the Foreign Service. Therefore, we endorse the retention of the marks for the Personality Test at 400. We would also suggest the continuance of the practice of associating with the Board a representative of the Ministry of External Affairs who will know the current needs of the Service and be of assistance in identifying the talents required.

273. We are unable to support the proposal made by some for the revival of the qualifying minimum. A pass in the Personality Test can be made compulsory only when we have perfected our methods of testing. In our view a fair balance has now been achieved between the Personality Test and the Written Test which enables the selection of good all-rounders. The withdrawal of the qualifying minimum, contrary to the belief of its supporters, has not resulted in an increase of recruits who have failed to do well in the Personality Test. Since 1957, when the qualifying minimum was abolished, only three out of a total of 110 recruits appointed to the IFS secured less than 35 per cent in that Test.

[*Ministry of Home Affairs O.M. No. 14/1/66 Parl. Dated the 24th January, 1967*]

#### **Recommendation (Serial No. 19, Para No. 37)**

(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 the pursuance of the Resolution passed in Rajya Sabha on the 30th March, 1965, to constitute the Indian Agricultural Services and the Indian Educational Service, for manning those two key sectors of developmental activities.*

## REPLY OF GOVERNMENT

(i) Since the proposed new All India Services will be common both to the Union and the States, it is obligatory on the part of the Centre to consult all the State Governments on the various issues concerning the constitution of these Services. No decision can, therefore, be taken without knowing the views of each and every State Government. This is a lengthy process as the State Governments in turn have to consult the administrative Departments and in some cases their Finance Departments. On certain matters of high policy it may be necessary for the State Governments even to consult their Cabinets before communicating their views to the Centre. It has, therefore, been thought advantageous that it would be better in the larger interest to carry the States alongwith the Centre in all matters concerning the formation of the new All India Services. The present position in regard to the constitution of these new All India Services is indicated below:—

*Indian Forest Service.*—Notification has already been issued on the 20th August, 1966 to constitute the Indian Forest Service with effect from 1st July, 1966. The Indian Forest Service (Recruitment) Rules, Indian Forest Service (Initial Recruitment) Regulations and Indian Forest Service (Cadre) Rules have also been notified. Other Rules and Regulations for determining seniority, pay etc. are being finalised in consultation with the State Governments and the Union Public Service Commission. Selection of State Forest Service Officers who are eligible for appointment to the Service at its initial constitution is likely to be taken in hand shortly. Steps have already been taken to constitute the Special Selection Board for the purpose.

*Indian Service of Engineers and Indian Medical and Health Service.*—The State Governments had, no doubt, agreed in principle to the constitution of these new All India Services, but there have been some divergent views among the States on matters of details, as such, the level of encadrement of posts, inclusion of teaching and research posts, promotion quota for the State Service Officers, rates of remuneration etc. Another important question on which a decision had yet to be taken is regarding the need for and the composition of a Central Cadre in these two Services. As the Committee have noted, in the original scheme it was proposed to have a Central Cadre in both these services. But some of the State Governments expressed strong opposition to the proposal to have Central cadre in the new All India Services. So far as the Indian Service of Engineers is concerned, the Central Ministries of Works, Housing and Urban Development and Irrigation & Power who are mainly concerned with the Engineering Cadres still feel that it is essential to have a Central Cadre to man a large number of posts at the Centre, whereas the Ministry of Health and Family Planning who had earlier expressed themselves in favour of Central Cadre, have now come up with a proposal that there need not be a Central Cadre in the I.M. & H.S. These problems are under active consideration of the Government of India.

(ii) *Indian Educational Service and Indian Agricultural Service.*

Consultation with the various State Governments and the Union Ministries/Departments concerned are in progress on matters of details, such as the level of encadrement of posts, rates of remuneration for the members of the proposed Services, promotion quota, inclusion of teaching and research posts, etc. All India Services (Amendment) Bill to further amend the All India Services Act, 1951 to bring within its scope the creation of two more new All India Services in the fields of Education and Agriculture was introduced in the Lok Sabha in November, 1965. The Bill could not, however, be discussed either during the Winter Session or during the last Budget Session of the Parliament. The Bill is likely to be discussed and passed during the current Session of Parliament.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 24th January, 1967]

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

*Government may state the latest position.*

[L.S.S. O.M. No. 5|11|ECI|66 Dated the 13th December, 1967]

FURTHER REPLY OF THE GOVERNMENT

A note giving the latest position of the progress made towards the constitution of the new All India Services is appended (Appendix IV).

[Ministry of Home Affairs O.M. No. 14/1/66 Parl. Dated the 24th December, 1967]

**Recommendation (Serial No. 20, Para No. 39)**

(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 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 House.*

#### REPLY OF GOVERNMENT

- (i) *Legislation under article 309 of the Constitution for regulating recruitment and conditions of service of Central Government employees.*

Article 309 of the Constitution provides two alternative modes for prescribing the method of recruitment and conditions of service of Government servants, namely (i) Legislation and (2) Presidential Regulations. Similar provisions are contained in some other Articles of the Constitution. The legal position is that when the Constitution for two alternative modes for a certain thing, it is not mandatory that one must be preferred to the other or that one is transitory or interim in nature and should be resorted to only for a limited period. The regulation-making power of the President of India under proviso to Article 309 cannot thus be said to be transitory or short terms and it is not obligatory on the part of Government to sponsor legislation for regulating the conditions of service of Government servants.

While the legal position regarding the enactment of legislation under article 309 of the Constitution is as explained above, it is true that the public services in India have been largely governed by rules framed by Government. This arrangement facilitates the frequent changes that are necessary in adjusting the administration to the needs of a fast developing society. If each and every aspect of conditions of service of Government servants is bound down by detailed legislation enacted by Parliament, each minor change would require a new enactment and apart from being cumbersome and time consuming it would also keep the management of the public services, in the midst of political controversy. A simple and brief legislation of the type of all India Services Act, 1951 can no doubt be contemplated and may be feasible, but it would still leave full rule making powers with Government, the rules being laid before the House of Parliament.

The question really is whether there is any particular advantage, apart from that of Parliamentary scrutiny of rules and regulations, in having a legislation. As already pointed out, while a brief legislation leaving full rule making powers with Government is feasible, much of the flexibility of management will be lost, once the conditions of service of Central Government employees come to be regulated by detailed legislation. However, the recommendations of the Estimates Committee have been brought to the notice of the Administrative Reforms Commission who may also like to examine in detail this important aspect of personnel management. In the circumstances, at this juncture, the Government do not consider it necessary to enact legislation under article 309.



- (ii) *Appointment of a Commission periodically, say, after every five years to review the working and terms and conditions of service of public services—discussion of the report by Parliament and embodiment of decisions of Parliament in the law on public services.*

The Government do not find it possible to accept this recommendations because at least the emoluments structure, social security benefits, pension, gratuity, etc. must have a measure of continuity and should not be changed too frequently. At the same time, it can by no means be said that Government have not appointed Commissions of Enquiry, Committees, Inquiry Bodies etc. fairly freely. The First Pay Commission was appointed in 1946 and it submitted its report in 1947. The Gadgil Committee on merger of D.A. with pay was appointed in 1952. The Second Pay Commission which was appointed in 1957 submitted its report in 1959. The One Man Independent Body (Justice S. K. Das) on Dearness Allowance which was appointed in 1964 submitted its report on January 1, 1965. A further Commission under the Chairmanship of retired Chief Justice P. B. Gajendragadkar has now been appointed to go into the entire question of Dearness Allowance. Since Independence as many as 17 reports on various aspects of administration have already been submitted and now an Administrative Reforms Commission under the Chairmanship of Shri Morarji Desai is going into the entire gamut of public services. In the circumstances, Government do not consider it possible to accept the recommendation of the Estimates Committee that there should be a periodical Commission to review the working and the terms and conditions of service of the members of the public services.

- (iii) *Rules framed by Government under the provisions of the Constitution or under any law made by Parliament relating to public services to be laid before Parliament and a Standing Committee of Parliament to scrutinise these rules and make a report to the Houses.*

In view of the decision of Government not to bring in legislation under article 309 of the Constitution to regulate the conditions of service of Central Government employees, the question of placing the rules framed under Article 309 before Parliament does not arise. If, on the advice of the Administrative Reforms Commission, a legislation is ultimately enacted, the rules would come before Parliament in the normal course.

[Ministry of Home Affairs O.M. No. 14/1/66 Parl. Dated the 24th January, 1967]

**Recommendation (Serial No. 32, Para No. 57)**

*The Committee consider it desirable to build up a separate cadre of officers to man the various posts in the personal secretaries 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.*

#### REPLY OF GOVERNMENT

The recommendation of the Estimates Committee ignores the necessity of assuring the Ministers and Deputy Ministers of Government freedom in the choice of their personal staff to enable them to select persons of their confidence. The reasons for ensuring this freedom of choice are obvious. Creation of a cadre for manning these posts will run completely counter to this objective. In so far as Ministers do select persons from outside the organised services for appointment on the personal staff, the appointments are of a political nature and some uncertainty of such appointments is inherent in their very nature. Besides cases of such appointments are comparatively few anyway. In the circumstances, Government are unable to accept the recommendation of the Estimates Committee.

[Ministry of Home Affairs O.M. No. 14/1/66—Parl. Dated the 24th January, 1967]

#### Recommendation [Serial No. 34(ii), Para No. 60]

*The Committee are of opinion that it would facilitate selection of officers by the Central Establishment Board as well as the Appointments 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.*

#### REPLY OF GOVERNMENT

The suggestion has been accepted in principle.

[Ministry of Home Affairs O.M. No. 14/1/66—Parl. Dated the 24th January, 1967]

#### FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

*Government may state whether the suggestion regarding index-card system contained in the recommendation has been implemented and is being followed in actual practice.*

[Ministry of Home Affairs O.M. No. 14/1/66—Parl. Dated the 24th January, 1967]

FURTHER REPLY OF GOVERNMENT

Necessary steps have been taken to collect classified data to be brought on the Index Cards. Preparation of Index Cards will be taken in hand shortly.

[*Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 25th January, 1968.*]

COMMENTS OF THE COMMITTEE

*The Committee may be informed of the progress made in the preparation of Index Cards.*

**Recommendation [Serial No. 34 (ii), Para No. 60.]**

*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.*

REPLY OF GOVERNMENT

The staffing of the Ministries/Departments do not show any pattern of bunching of officers from the same zone or State by cadre or domicile. There is, therefore, no foundation for any suspicion as referred to in this recommendation. Selection for senior administrative posts under the Government of India are made on the basis of suitability and availability alone.

[*Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 24th January, 1967.*]

**Recommendation [Serial No. 25(i), Para No. 61]**

*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.*

REPLY OF GOVERNMENT

There is already a scheme to constitute a Central Administrative Pool. This scheme is now under revision and the new Pool when constituted is proposed to be called the "Central Economic Pool."

In accordance with the existing scheme as also according to the proposal under consideration, the Pool is intended only as a limited source of staffing arrangements for economic posts under the Central Government. Many of the State Governments have expressed their opposition to this idea. In view of this the size of the Central Economic Pool will for the present

be a modest one. It cannot be made the main source from which officers are to be drawn to man senior administrative posts under the Central Government for several reasons. For administrative posts, generally it is necessary that the officers should have experience of field administration in the States and be able to revive their contacts with the grass roots of administration from time to time. There are some posts which require either specialised knowledge or continuity of experience in spheres exclusive to the Central Government. Such posts are intended to be filled by the officers drawn from the Economic Pool.

Though a final decision in this regard is still to be taken by Government, *prima facie* the recommendation appears acceptable but in the limited way explained above.

[*Ministry of Home Affairs O.M. No. 14/1/66-Parl., Dated the 24th January, 1967*].

**Recommendation [Serial No. 35(ii), Para No. 61]**

*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.*

REPLY OF GOVERNMENT

In the revised draft scheme for the constitution of a Central Economic Pool, a provision has been made that the selection of officers for the Pool would be by a Committee presided over by the Chairman of the U.P.S.C.

[*Ministry of Home Affairs O.M. No. 14/1/66-Parl., Dated the 24th January, 1967*].

**Recommendation [Serial No. 35(iii), Para No. 61]**

*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.*

REPLY OF GOVERNMENT

The Committee have separately suggested that the selection for the Pool should be by a Committee presided over by the Chairman of the U.P.S.C. This being so, the suitability of eligible officers will have to be left to the Committee. It would not be either practicable nor correct to restrict the Committee's selection of officers by imposing the restriction that they should select officers in proportion to the respective cadre strength

of All India and Central Services. The services primarily recruited for general administration may hold a large number of posts under the Central Government but there is no question of any monopoly by a single Service.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 24th January, 1967].

**Recommendation [Serial Nos. 24 & 35(iv), Paras 44 & 61]**

(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 advisers 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 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.*

35(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.*

**REPLY OF GOVERNMENT**

While the recommendations that practical steps should be taken to induct a larger number of officers with technical background, training and experience as administrative heads of institutions, Departments and Ministries dealing with scientific, industrial and technical subjects is unexceptionable, there are practical difficulties in providing that posts in Ministries/Departments dealing with technical subjects such as Agriculture, Science, Education, Economic matters etc. would be filled only with officers of respective technical services.

Senior posts under the Government are of two kind. In the first category are posts in institutions and Departments outside the Secretariat organisation where the departmental or institutional hierarchies are utilised to man the top posts. It is seldom that a generalist administrator is placed at the head of any such organisation. In exceptional cases where this is done, it is usually for the reason that job content of a particular post is more administrative than technical.

In the second category fall Secretariat posts. It may be mentioned that the Secretariat type of work is quite different from that done in the specialised departments. While under the present rules, Secretariat appointments can be manned by officers of any of the Central Services Class I, most scientific and professional officers would continue to make their careers in their own fields, and may indeed wish to do so. Upto the level of the Heads of Departments, certainly technocrats, scientists, educationists etc. are essential, so that Government's examination of the technical and scientific side is well informed, but it is not necessary that certain Departments of the Secretariat should be manned only by officers belonging to those specialised services. Therefore, while maintaining the flexibility of staffing and keeping the senior posts open to all groups in the service, the professional aspect of the generalist services cannot be ignored.

The Committee have further made the following observations:—

- (i) Secretaries of Ministries/Departments should so deal with matter of technical nature that the technical advisers do not have the apprehension that their view do not get properly transmitted to Ministers; and
- (ii) there is a widespread feeling among the services that the officers belonging to the ICS and IAS regard themselves as an exclusive group thus unnecessarily exacerbating feelings that generate inter-service rivalry. Members of the ICS and IAS should avoid such attitude towards the other services and should instead by their conduct set high example of dedicated service which may inspire the other services.

The first observation is being brought to the notice of Secretaries, Additional Secretaries and Joint Secretaries, while the second observation is being brought to the notice of the Director, National Academy of Administration for inculcating the proper attitude among the new recruits to the I.A.S.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl.. Dated the 24th January, 1967].

**Recommendation [Serial No. 35(v), Para No. 61]**

*The Committee also suggest that due stress should be laid on specialisation of officers in different fields and that officers should not be interchanged as between different departments/ministries indiscriminately and frequently.*

**REPLY OF GOVERNMENT**

In the earlier stages of service of careerist officers, it is absolutely essential that they should get varied knowledge and experience so that when they rise to the top posts they will be well equipped to deal adequately with the highly complex issues which crop up for decision by Government. At the senior levels, complete interchangeability of officers is not enforced. Restricted interchangeability within a group of related fields, is, however, considered to be of advantage and is adopted whenever practical.

[*Ministry of Home Affairs O.M. No. 14/1/66-Parl., Dated the 24th January, 1967.*]

**Recommendation [Serial No. 41, Para No. 70]**

(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.*

**REPLY OF GOVERNMENT**

The Estimates Committee has stressed the need for close co-ordination between the National Academy of Administration, the Indian Institute of Public Administration, New Delhi, the Institutes of Management at Ahmedabad and Calcutta, the Administrative Staff College, Hyderabad, the National Defence College at Delhi and the National Institute of Community Development at Hyderabad, so that there is an integrated approach in the **training of administrative officers** both initially and afterwards. The need for co-ordination has already been recognised in the constitution of the Advisory Council for the National Academy of Administration. All the institutions named except National Defence College and National Institute-

of Community Development are represented on the Advisory Council. Their experience will be utilised by the Advisory Council in recommending the pattern of training for services who go to the National Academy of Administration.

2. However, an integrated approach has much wider implications. Considering the total size of the various Services for which training arrangements are necessary, the mere integration of programmes of training will not help. Apart from occasional deputations of serving officers to most of the institutions named there is no possibility of their utilisation for mid-career training of the senior civil servants in any substantial measure. Separate and more complete arrangements for training and career development will be needed for the civil service as a whole. This aspect would it is hoped be attended to by the Administrative Reforms Commission whose recommendations are awaited.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl., Dated the 24th January, 1967].

#### **Recommendation (Serial No. 42, Para No. 71)**

(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.*

#### **REPLY OF GOVERNMENT**

The State Governments have generally kept the recommendation of the late Shri V. T. Krishnamachari in his report on 'Indian and State Administrative Services and Problems of District Administration' in view while framing 'on the job' training programmes for their young IAS officers. The States are free to add other subjects/departments according to the local needs.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 24th January, 1967]

#### **Recommendation (Serial No. 48, Para No. 95)**

*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 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 Ministries/departments/attached offices which leads to runaway expenditure being incurred on staff establishments.

## REPLY OF GOVERNMENT

Regarding the tendency in the administration to mark files to a number of officers, this department has suggested an officer-oriented scheme for the processing of cases in the Works, Estates and Printing divisions of the Ministry of Works, Housing and Urban Development. The scheme provides for initial handling of files by an Under Secretary or Section Officer and reduction in the level of consideration from five to three.

The officer-oriented pattern has also been extended to two directorates in D.G.S. & D. It will shortly be extended to the Offices of the C.C.I. & E. and D.G.T.D.

The recommendation that the tendency in the administration to mark files to a number of officers should be curbed has thus been taken care of.

(b) As regards large number of reports and returns called from different Ministries and Departments which are at times overlapping, the Committee on Administration in August, 1962, requested the Secretaries to undertake a review of reports and returns in their respective Ministries and eliminate superfluous ones. Such a review is always a continuous process. A review of the returns prescribed by the common service organisations like the Home Ministry and Finance Ministry is being taken up with a view to effect reduction and rationalisation.

(c) The tendency to create additional posts is checked by laying down norms of work which in fact is being done by the Staff Inspection Unit. While delegating powers to Ministries in 1962, the Ministry of Finance emphasised the need for setting up in each Ministry a competent work study unit, whose functions would include laying down norms for particular type of work and examining proposals for staff reorganisation or for creation of additional posts.

(d) The general question of rationalisation of structure of Ministries! Departments, attached offices, with a view to ensure compact and integrated working is being examined by the Administrative Reforms Commission.

*[Ministry of Home Affairs O.M. No. 14/1/66—Parl., Dated the 24th January, 1967].*

## CHAPTER IV

### RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

#### **Recommendation (Serial Nos. 7 and 8, Paras No. 23 and 24).**

23. *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.*

24. (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.*

#### REPLY OF GOVERNMENT

The State Governments have already been addressed and asked to give their comments.

[Ministry of Home Affairs O.M. No. 14/1/66—Parl. Dated the 24th January, 1967]

## FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

*Government may state the latest position.*

[L.S.S. O.M. No. 5/11/ECI/66 Dated the 13th December, 1967]

## FURTHER REPLY OF GOVERNMENT

The Ministry of Finance have since prepared a note for the cabinet for abolition of all categories of special pay and deputation allowance and had sought the comments of the Ministry of Home Affairs. The Ministry of Home Affairs have already furnished their comments. The Estimates Committee will be informed of Government's decision when taken.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 30th December, 1967]

## COMMENTS OF THE COMMITTEE

*Please see Paras 1—3 of the Report (Chapter I).*

**Recommendation (Serial No. 26, Para No. 48)**

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

	<i>Sanctioned Permanent Strength</i>	<i>Actual Strength as on 1. I. 1965</i>
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 C.S.S. was fixed in 1955 and 1959\* respectively and since then, despite progressive increase in the actual strength in these 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.*

*\*At the time of factual verification, the Ministry of Home Affairs have stated that "The Authorised Permanent Strength of Grade I of the C.S.S. was no doubt fixed as 375 in 1959 as mentioned in para. 48 of the report, but it was reviewed and refixed every year thereafter. The strength was last reviewed and refixed at the same figure of 375 as on 1st May, 1965".*

## REPLY OF GOVERNMENT

The Authorised Permanent Strength of Grade I of the C.S.S. was fixed at the initial constitution at 180 and was thereafter reviewed from time to time as detailed below:—

<i>Reviewed and refixed as on</i>	<i>Authorised Permanent Strength fixed</i>
I. I. 1954	225
I. I. 1957	347
I. 5. 1958	350
I. 5. 1959	375

After 1959, the A.P.S. of Grade I of the C.S.S. has been reviewed from time to time and since it worked out to be less than 375 each time, it was decided not to reduce the A.P.S. and retain it at 375. The question of review of the Authorised Permanent Strength of this Grade as on 1-5-1966 is at present in hand.

As regards the Selection Grade of the C.S.S., this Grade was for the first time introduced with effect from 1-10-1955 and its Authorised Permanent Strength was fixed on an *ad hoc* basis at 45. Since then, the question of increasing the A.P.S. of this grade came up for consideration repeatedly but it was decided not to increase this number as it was considered that any increase would affect the number of posts of the rank of Deputy Secretary or equivalent available for the appointment of officers drawn from other Class I Services including I.A.S. for which a Central deputation quota is provided in the State I.A.S. Cadre and that the Scheme for manning senior administrative posts at the Centre does not provide for reservation of posts for any particularly Service. However, it is now proposed to review the Authorised Permanent Strength of this Grade as on 1st May, 1966.

[Ministry of Home Affairs O.M. No. 14|1|66—Parl. Dated the 24th January, 1967]

## COMMENTS OF THE COMMITTEE

*The reasons advanced by the Government for the wide gap between the actual and permanent strengths of the Selection Grade of the C.S.S. are not convincing. The Committee reiterate that the gap should be narrowed down by fixing the permanent strength on a realistic basis in accordance with well laidout principles, rather than on an ad hoc basis as is the position now. The scheme for manning of senior administrative posts at the Centre should be modified, if necessary to correct the anomalous situation in which more than 75 per cent of the Selection Grade Officers can, irrespective of their length of service, never hope for confirmation in that grade.*

### Recommendation (Serial No. 30, Para No. 54)

*The Committee note that the percentage of direct recruits in 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 the 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 U.D.Cs. and 2000 Lower Division Clerks who have reached the maximum of the pay scales of their grades but compared to the 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 longer 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.*

## REPLY OF GOVERNMENT

The Co-ordinating Committee (which was first set up in 1957 to settle matters which remained unresolved in the Staff Councils of the Ministries/ Departments) has been reconstituted on the 28th March, 1966 with the Establishment Officer, Ministry of Home Affairs as its Chairman and three Joint Secretaries (one each from the Ministry of Finance, Ministry of Defence and Department of Administrative Reforms) as its members. The Committee has been meeting off and on to consider the various issues placed before it. The Committee has been requested to ensure early submission of its recommendations.

[*Ministry of Home Affairs O.M. No. 14/1/66—Parl. Dated the 24th January, 1967*]

## COMMENTS OF THE COMMITTEE

*It is doubtful if the revival of the Coordinating Committee originally appointed in 1957 would serve the intended purpose. The fact that the revived Committee has been meeting "off and on to consider the various matters placed before it" indicates that neither the Government nor the Coordinating Committee have paid serious attention to the main issue, namely the adequacy of promotion prospects of the lower category of staff i.e. Assistants, U.D.Cs. and L.D.Cs. under decentralisation scheme. The Committee feel that if such a Committee is to serve the intended purpose, Government should frame specific terms of reference therefor and lay down a time limit for its report.*

**Recommendation (Serial No. 33, Para No. 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 block 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 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.*

#### REPLY OF GOVERNMENT

(i) Government have considered the observation. They do not feel sure that phasing of the decentralisation scheme would have facilitated a smooth transfer of control.

The need for a single agency collecting, keeping and processing vital statistics in regard to various decentralised Services is accepted and necessary steps to keep full statistical information about the Services is being taken.

(ii) Government have only recently considered, at the highest level, the problems which had arisen as a result of decentralisation and reorganisation of the Ministries, etc. In the circumstances, they feel that a review of the working of the decentralisation scheme, as suggested by the Estimates Committee, may be made after a couple of years.

[*Ministry of Home Affairs O.M. No. 14/1/66-Parl. dated the 24th January, 1967*].

#### COMMENTS OF THE COMMITTEE

*Please see Paras 4-5 of the Report (Chapter I)*



## CHAPTER V

### RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT ARE STILL AWAITED

#### **Recommendation (Serial No. 3, Para No. 15)**

*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.*

#### REPLY OF GOVERNMENT

As the subject matter of the recommendation comes within the terms of reference of the Administrative Reforms Commission the Government consider that it is desirable to await the report of the Commission on this and other related matters. The recommendation of the Estimates Committee has been brought to the notice of the Administrative Reforms Commission.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl. dated the 18th October, 1967].

#### **Recommendation (Serial No. 4, Para No. 19)**

*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 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.*

#### REPLY OF GOVERNMENT

One of the terms of reference of the Administrative Reforms Commission is Roles of the Cabinet Secretary and the Ministries of Home Affairs and Finance in personnel administration. . . The recommendations of the Estimates Committee have been brought to the notice of the Commission. It is felt that it will be advisable to wait for the recommendations of the Commission in this regard and take further action thereafter.

*[Ministry of Home Affairs O.M. No. 14/1/66-Parl. dated the 24th January, 1967].*

#### **Recommendation (Serial No. 18, Para No. 36)**

*(i) 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 the admissions to the National Schools of Administration are reserved for persons who are already in public service.*

*The Committee feel unhappy that this promising avenue augmenting the strength of higher services which was recommended to 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 be help to attract talented candidates to Class II and III services and would also serve as an incentive for better and more devoted work by them, thus raising the general tone of the administration.*

*Th Committee consider that, to start with, it would not be unrealistic to prescribe a minimum quota of 10% for 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.*

#### REPLY OF GOVERNMENT

The Ministry of Home Affairs are convinced about the need for such a scheme but its implementation would be possible only when the users of the Scheme are agreeable. The Administrative Reforms Commission who are going into all aspects of administrative improvement are likely to look into this matter. The Ministry of Home Affairs are drawing the attention of the Administrative Reforms Commission to the recommendation of the Estimates Committee so that they may suggest a more comprehensive scheme of incentives for employees.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl., dated the 24th January, 1967].

#### **Recommendation (Serial No. 27, Para No. 50)**

*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.*

#### REPLY OF GOVERNMENT

Posts of Under Secretary and above in the Central Secretariat are tenure posts. Except for the Central Secretariat Service, the Government of India borrow officers from other Central Services, or for that matter, from the State Cadres of the I.A.S. only for a fixed period of tenure which is generally 3 years for Under Secretaries, 4 years for Deputy Secretaries and 5 years for posts of Joint Secretary and above. Within that tenure, it is not possible to rotate officers to any appreciable extent. Officers can be rotated only when their services are available to Government for fairly long periods. It is for this purpose that the scheme of the Central Administrative Pool (now the Central Economic Pool) was launched. Officers from all Central Services are entitled to be considered for inclusion in the Pool. It is expected that this pool scheme coming into operation, it would be possible for the Government to practise the kind of rotation suggested, to widen the outlook and enrich the experience of selected officers.

As regards officers of the Central Secretariat Service, they have been specifically recruited for the Secretariat. Selected ones are attached to State Governments for a period of 16 months to give them experience of administrative work. Rotation of a few of the brightest ones at the Under Secretary stage among the various Ministries is clearly desirable so that they could gain the varied experience required for manning the higher posts. In many cases, however, diversification of experience can be provided even within the Ministry, where they may be working, particularly if it has varied functions, such, for instance, as Ministry of Home Affairs and Ministry of Finance have. Formulation of a detailed scheme does not, however, seem necessary for this limited purpose, and the object can be achieved by impressing upon the Secretaries of the Ministries/Departments, where the selected officers may be working, the need for the officers being given varied training and experience.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl., Dated the 24th January, 1967]

#### FURTHER INFORMATION CALLED FOR BY THE COMMITTEE.

*Government may intimate the latest position regarding the constitution of the "Central Economic Pool".*

[L.S.S. O.M. No. 5/11/ECI|66 Dated the 13th December, 1967]

#### FURTHER REPLY OF GOVERNMENT.

In November 1967, the Administrative Reforms Commission had suggested that no decision should be taken on the staffing pattern of Economic posts until the Commission have expressed their view on the subject. It was accordingly decided with the approval of the Deputy Prime Minister/Prime Minister that the report of the Administrative Reforms Commission may be awaited before the case regarding formation of Central Economic Pool is finally placed before the Cabinet. Further action will, therefore, be taken after the report of the Administrative Reforms Commission is received.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl., Dated the 25th January, 1968]

#### Recommendation (Serial No. 47, Para No. 94)

*"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 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 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 (LLS) 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 intinable 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 is 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 efficiency 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 Reform 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. . . . .

#### REPLY OF GOVERNMENT

Simplification of procedures, eliminating superfluous and overlapping decision-taking levels, cutting down delay, etc. are in fact the objectives of the studies undertaken by this department, of the field organisations and the Central Ministries. A perusal of the Annual Report of this department of 1965-66 will indicate that this department has always kept in view what the Committee has recommended.

Simplification of work procedures and methods was recommended in the studies of the works and the Estates Divisions of the Ministry of W.H. & U.D. of the CCI&E, DGS&D, DGTD, the Textile Commissioner and the Iron & steel Controller, Most of the recommendations have been accepted; many have in fact been implemented.

[Ministry of Home Affairs O.M. No. 14/1/66-Parl. Dated the 24th January, 1967]

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

*Government may state whether the recommendation of the Committee has been passed on to the Administrative Reforms Commission also.*

[L.S.S. O.M. No. 5/11/ECI|66 Dated the 13th December, 1967]

FURTHER REPLY OF THE GOVERNMENT

The Estimates Committee's recommendation has also been brought to the notice of Administrative Reforms Commission.

[Ministry of Home Affairs O.M. No. 15/1/66-Parl. Dated the 30th December, 1967]

NEW DELHI;

August 14, 1968.

Śravaṇa 23, 1890 (Saka).

P. VENKATASUBBAIAH,

Chairman,

Estimates Committee.

## APPENDIX I

[Ministry of Home Affairs letter No. 1/8/67-AIS (V) Dated the 23rd December, 1967 to the Chief Secretary to the Government of all the State Governments.

SUBJECT.—*Ninety-third Report of the Estimates Committee (Third Lok Sabha on the Ministry of Home Affairs—Action to be taken on the recommendations in regard to the new All India Services in the fields of Forestry, Engineering, Medicine Health, Education and Agriculture.*

I am directed to bring the following observations made by the Estimates Committee (Third Lok Sabha) in their 93rd Report in regard to the constitution of the new All India Services in the fields of Forestry, Engineering, Medicine & Health, Education and Agriculture to the notice of the State Government:—

*“Serial No. 1 in Appendix XII—Para 12 of the 93rd 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 co-operation of the States in this regard would be forthcoming in larger measure.”



## APPENDIX II

(Serial No. 19, Para No. 27)

Statement giving cadrewise the strength and composition of the cadres before and after the case

Name of State	Prior to Review of 1960		Triennial Review of 1960		Triennial Review of 1963		Triennial Review of 1965	
	Senior Duty posts	Total Authorised Strength	Senior Duty posts	Total Authorised Strength	Senior Duty posts	Total Authorised Strength	Senior Duty posts	Total Authorised Strength
Andhra Pradesh	106	151	106	157	123	176		
Assam	56	80	56	80	71	117		
Bihar	104	157	127	188	127	188		
Delhi—H.P.	4	35	24	35	57	85		
Gujarat	*		77	110@	99	145	105	155
J. & K.	26	33	26	33	26	33	40	51**
Kerala	46	66	49	71	57	85		
Madhya Pradesh	112	160	126	180	137	201		
Madras	105	150	99	141	112	164		
Maharashtra	153*	219*	108	155@	133	196		
Mysore	69	100	69	100	85	125		
Orissa	69	100	69	100	101	148		
Punjab	76	109	99	141	113	162		
Rajasthan	85	122	95	137	94	139		
Uttar Pradesh	169	241	174	249	214	314		
West Bengal	97	139	97	139	115	169		
	1,297	1,862	1,401	2,016	1,664	2,347		

\*Erstwhile Bombay State.

\*\*Cadre Strength revised on 24-7-65 J &amp; K Government have intimated that they do not intend to review again in such a short period.

@Re-organisation of Bombay State Cadres were notified on 26-4-60.

### APPENDIX III

(Serial No. 17, para No. 35)

#### A

*Ministry of Home Affairs Notification No. 27/42/64-AIS (III) A Dated the 31st March, 1967*

#### NOTIFICATION

In pursuance of sub-rule (1) of rule 8 of the Indian Administrative Service (Recruitment) Rules, 1954, the Central Government, in consultation with the State Governments and the Union Public Service Commission, hereby makes the following regulations further to amend the Indian Administrative Service (Appointment by Promotion) Regulations, 1955, namely:—

1. (1) These regulations may be called the Indian Administrative Service (Appointment by Promotion) Seventh Amendment Regulations, 1967.
- (2) They shall come into force on the date of their publication in the official Gazette.

2. Regulation 4 of the Indian Administrative Service (Appointment by Promotion) Regulations, 1955, shall be renumbered as sub-regulation (1) of that regulation and after sub-regulation (1) as so renumbered and the Explanation thereto, the following sub-regulation shall be inserted, namely:—

“(2) Notwithstanding anything contained in sub-regulation (1), the Committee shall not ordinarily consider the cases of the members of the State Civil Service who have attained the age of 52 years on the first day of January of the year in which the meeting of the Committee is held:

Provided that a member of the State Civil Service whose name appears in the Select List in force immediately before the date of the meeting of the Committee shall be considered for inclusion in the fresh Select List to be prepared by the Committee even if he has in the meanwhile attained the age of 52 years.”

#### B

*Ministry of Home Affairs Notification No. 27/42/64-AIS (III) Dated the 31st March, 1967*

#### NOTIFICATION

In pursuance of sub-rule (1) of rule 9 of the Indian Police Service (Recruitment) Rules, 1954, the Central Government, in consultation with the

**State Governments and the Union Public Service Commission, hereby makes the following regulations further to amend the Indian Police Service (Appointment by promotion) Regulations, 1955, namely:—**

1. (1) These regulations may be called the Indian Police Service (Appointment by Promotion) Sixth Amendment Regulations, 1967.

(2) They shall come into force on the date of their publication in the official Gazette.

2. Regulation 4 of the Indian Police Service (Appointment by Promotion) Regulations, 1955, shall be renumbered as sub-regulation (1) of that regulation and after sub-regulation (1) as so renumbered and the Explanation there to, the following sub-regulation shall be inserted, namely.—

“(2) Notwithstanding anything contained in sub-regulation (1), the Committee shall not ordinarily consider the cases of the members of the State Police Service who have attained the age of 52 years on the first day of January of the year in which the meeting of the Committee is held:

Provided that a member of the State Police Service whose name appears in the Select List in force immediately before the date of the meeting of the Committee shall be considered for inclusion in the fresh Select List to be prepared by the Committee even if he has in the meanwhile attained the age of 52 years.”

## APPENDIX IV

(Serial No. 19, Para No. 37)

*Note indicating the progress made towards constitution to the new All-India Services*

The present position in regard to the constitution of the new All India Services is as indicated below:—

**Indian Forest Service:**—The Indian Forest Service has been constituted with effect from 1st July, 1966. According to the Recruitment Rules for the service framed under the All India Services Act, 1951, appointments to the Service are to be made in the following manners:—

- (a) Initial Recruitment by Selection from amongst officers of the State Forest Service and Forest Officers in the Union Territories and Forest Officers serving at the Centre.
- (b) Direct Recruitment by open competitive examination to be conducted by the Union Public Service Commission.
- (c) By promotion from amongst the officers of the State Forest Service and the Forest Officers of the Union Territories and at the Centre.

The initial recruitment to the Service has been virtually completed. Appointments to the cadres of States have been notified. The appointments to the cadre for the Union Territories have not yet been notified; the recommendation of the Special Selection Board being still under the consideration of the Union Public Service Commission for approval.\*

The first competitive examination was held by the Union Public Service Commission in September, 1967. It is expected that the list of qualified candidates would be available sometimes during February, 1968. The qualified candidates will be appointed to the Service on probation for a period of three years and allocated to various State Cadres. After the completion of their training at the Forest Research Institute, Dehra Dun for two years, they would be posted to the State Cadres.\*\*

According to the provisions made in the Recruitment Rules for the service, the appointment by promotion from amongst the officers of the State Forest Service are to be made by the Selection Committee to be presided by the Chairman or a Member of the Union Public Service Commission. The State Governments have already been requested to proceed further in the matter in consultation with the Union Public Service Commission.

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\* At the time of factual verification, the Ministries of Home Affairs have stated that appointments to the Union Territories cadre at the initial constitution stage have since been notified.

\*\* At the time of factual verification, the Ministry of Home Affairs have stated that 51 candidates were recommended by the Union Public Service Commission on the basis of the competitive examination and these have since been appointed to the Service. Those candidates who had already got training at the Forest Research Institute, Dehra Dun have been sent to the States of their allotment direct.

All rules/regulations except those relating to probation, pay and seniority have been notified. It is expected that these rules would be notified shortly.\*

**Indian Medical & Health Service:**—An explanatory Memorandum on the Indian Medical and Health Service alongwith the draft Recruitment Rules, Initial Recruitment Regulations and Cadre Rules was circulated to all the State Governments on the 15th November, 1966 for their views/comments. The views/comments of all the State Governments except the Government of Madras were received and examined. The draft Rules/Regulations alongwith the Comments of the State Governments and this Ministry's views thereon, were forwarded to the Union Public Service Commission for their concurrence in the first week of July, 1967. The concurrence of the Commission is still awaited. The Commission are, however, being reminded regularly at appropriate level. In the meantime service particulars of the officers eligible for selection at the initial constitution stage of the service have already been asked for from all the State Governments. The Governments of Assam, Gujarat, Haryana, Jammu and Kashmir, Madhya Pradesh and Uttar Pradesh have since sent the service particulars of the eligible officers. The remaining State Governments have been reminded to expedite the information.

**Indian Service of Engineers:**—An explanatory Memorandum and three sets of basic rules namely Recruitment Rules, Initial Recruitment Regulations and Cadre Rules were circulated to the State Governments on the 31st March, 1967. Comments have been received so far only from five State Governments, viz., Andhra Pradesh, Jammu & Kashmir, Haryana, Gujarat and Mysore. The Chief Ministers of States concerned have also been addressed demi-officially by Home Minister requesting them to have the comments of their Governments expedited. Interim replies have been received from six of the 11 States so addressed.

**Indian Agricultural and Indian Educational Services:**—In order to bring these two all India Services within the scope of the All India Services Act, 1951, a Bill to amend the All India Services Act, 1951, was introduced in the Lok Sabha on 24th November, 1965. This Bill could not, however, be discussed and passed during the life-time of the Third Lok Sabha. It is now proposed to introduce the legislation afresh in the Lok Sabha.

**Indian Agricultural Service:**—An explanatory Memorandum on the Indian Agricultural Service alongwith the draft Recruitment Rules, Initial Recruitment Regulations and Cadre Rules was circulated to all the State Governments on 15th December, 1966 for their comments. Replies have since been received from the Governments of Andhra Pradesh, Gujarat, Haryana, Kerala, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan and West Bengal. All these State Governments have agreed to the draft Rules/Regulations subject to certain comments.

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\* At the time of factual verification, the Ministry of Home Affairs have stated that Rules relating to probation, pay and seniority have since been notified.

**Indian Educational Services**—An explanatory Memorandum on the Indian Educational Service was circulated by the Ministry of Education to all the State Governments on 25th May, 1965. The State Governments had expressed divergent views on the various provisions made in the memorandum such as level of encadrement of posts, inclusion of teaching and research posts promotion quota and the need for the study of the regional language of the State concerned etc., by the members of the service. These problems have been the subject of discussion in the State Education Ministers' Conference, the meeting of State Directors of Education and also the State Education Secretaries' Conference held in New Delhi. Views of the Government of India on these matters were communicated to the State Governments on 28th May, 1966, 3rd August, 1966 and 4th February, 1967 for their comments.

The State Governments of Assam, Haryana, Punjab and Orissa have not sent any reply so far. These State Governments are being reminded regularly. Replies received from other States are under examination.

## APPENDIX V

(Serial No. 50, Para No. 97)

Ministry of Finance (Deptt. of Expenditure) O.M. No. F. 10(24)-F.  
III/B/60 Dated the 29th Aug., 1966

Subject: Transfer of Government employees on deputation/foreign service to ex-cadre posts in Government departments, public undertakings and other autonomous bodies—Deputation (duty) allowance.

The undersigned is directed to say that as a measure of economy, the President has been pleased to decide that, with effect from September 15, 1966, deputation (duty) allowance will not be admissible to Government employees who go on deputation/foreign service to *ex-cadre* Posts which carry identical, equivalent or lower scales of pay. In such cases, pay will be fixed in the scale of the post to which the Government servant is transferred, under the normal rules and orders. Where, however, the individual wishes to retain the scale of pay admissible to him in the parent department at the time of deputation, he may be allowed to do so if it is an equivalent scale, but no deputation allowance will be paid.

For the above purpose, 'equivalent scales' are those which have the same minimum and maximum or where one scale is a segment of the other.

2. These orders will apply to cases of deputation/foreign service commencing from September 15, 1965, onwards. In the case of employees already on deputation/foreign service on September 15, 1966, these orders will apply from the date of commencement of further extension, if any, or renewal of the period of deputation/foreign service.

The provisions of the above sub-para are subject to the following clarifications:—

- (a) Those employees in whose case the orders of deputation/foreign service have already been issued on or before 15th September, 1966, but who have not joined the deputation posts, will be deemed to be already on deputation/foreign service for the purposes of this O.M.
- b) Where borrowing and landing departments have decided to extend the period of deputation/foreign service on or before September 15, 1966, but formal orders of extension have not been

issued, no deputation allowance will be admissible after the expiry of the extended period as decided above between the two departments.

- (c) Extensions or renewals of deputation/foreign service limited upto a period of six months or less granted on the first occasion after the issue of this O.M., will be exempted from the operation of this O.M.

3. These orders will be deemed to be in modification of this Ministry's Office Memoranda No. F.10(24)-E. III/60, dated the 4th May, 1961, and the 14th October, 1965, and any other rules or orders in regard to the grant of deputation allowance while on deputation/foreign service.

4. These orders will, however, not apply to:—

- (1) cases in which a special pay is admissible under existing orders in addition to pay of the parent grade while holding the deputation post; and
- (2) cases of personnel deputed for service in border and troubled areas and in security assignments in which deputation allowance sanctioned at present.

5. The question of admissibility of deputation allowance in ex-cadre posts carrying higher scales of pay is being reviewed separately.

6. In so far as the employees of the Indian Audit and Accounts Department are concerned, these orders have been issued after consultation with the Comptroller & Auditor General of India.



## APPENDIX VI

(Vide Introduction)

*Analysis of the action taken by the Government on the recommendations contained in the 93rd Report of the Estimates Committee (Third Lok Sabha)*

I.	Total number of recommendations ..	50
II.	Recommendations which have been accepted by Government ( <i>vide</i> recommendations at S. Nos. 1, 2, 5, 6, 10, 11, 12, 13, 15, 16, 17, 21, 22, 23, 25, 28, 29, 31, 36, 37, 38, 39, 40, 43, 44, 45, 46, 49 and 50).	
	Number .. .. .	29
	Percentage to total .. .. .	58
III.	Recommendations which the Committee do not desire to pursue in view of Government's reply ( <i>vide</i> recommendations at S. Nos. 9, 14, 19, 20, 24, 32, 34, 35, 41, 42 and 48).	
	Number .. .. .	11
	Percentage to total .. .. .	22
IV.	Recommendations in respect of which replies of Government have not been accepted by the Committee ( <i>vide</i> recommendations at S. Nos. 7-8, 26, 30, and 33).	
	Number .. .. .	5
	Percentage .. .. .	10
V.	Recommendations in respect of which final replies of Government are still awaited : ( <i>vide</i> recommendations at S. Nos. 3, 4, 18, 27 and 47).	
	Number .. .. .	5
	Percentage .. .. .	10