

**SEVENTY-SEVENTH REPORT
ESTIMATES COMMITTEE
(1983-84)**

(SEVENTH LOK SABHA)

**MINISTRY OF HOME AFFAIRS (DEPARTMENT
OF PERSONNEL & ADMINISTRATIVE REFORMS)
ALL INDIA SERVICES**



Presented to Lok Sabha on 17 April 1984

**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1984 (Chaitra, 1986 (S))

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(1983-84)

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1. **Shri T. R. Krishnamachari—*Joint Secretary***
2. **Shri Bipin Behari—*Chief Financial Committee Officer***
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INTRODUCTION

1. the Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf present this Seventy-seventh Report on the Ministry of Home Affairs (Department of Personnel & Administrative Reforms)—All India Services.

2. The Committee took evidence of the representatives of the Ministry of Home Affairs (Deptt. of Personnel and Administrative Reforms) and Ministry of Agriculture (Deptt. of Agriculture & Cooperation) on 16 and 23 February, 1984. The Committee wish to express their thanks to the officers of both the aforesaid Departments for placing before them the material and information which they desired in connection with the examination on the subject and giving evidence before the Committee.

3. The Committee also wish to express their thanks to all the associations and bodies, who furnished memoranda on the subject to the Committee.

4. The report was considered and adopted by the Committee on 9th April, 1984.

5. For facility of reference the recommendations/observations of the Committee have been printed in thick type in the body of the Report and have also been reproduced in consolidated form in the Appendix to the Report.

NEW DELHI;
April 12, 1984.
Chaitra 23, 1906 (S).

BANSI LAL,
Chairman,
Estimates Committee.

CHAPTER I

NEW ALL INDIA SERVICES

A. Introductory

1.1 At the time of independence, there were only two All India Services, namely, Indian Civil Service and the Indian Police. At the Conference of the State Premiers convened in October, 1946, it was decided to constitute the Indian Administrative Service and the Indian Police Service to replace the then existing Indian Civil Service and Indian Police respectively.

1.2 This decision of creation of two All India Services, namely, the Indian Administrative Service and the Indian Police Service was subsequently incorporated as Article 312 (2) in the Constitution of India. Provision was also made for the creation of one or more All India Services common to the Union and States, if the Council of States (Rajya Sabha) declared by resolution supported by not less than two thirds of the Members present and voting that it was necessary or expedient, in the national interest, so to do. In pursuance of those Constitutional Provisions, the parliament passed the All India Services Act, 1951 empowering *inter alia* the Central Government in consultation with the State Governments to make rules for regulation of recruitment and conditions of the service of persons appointed to All India Services (IAS & IPS).

B. New All India Services

1.3 In the Conference of Chief Ministers held in August, 1961, it was agreed in principle to create new All India Services in the fields of engineering, medicine and forestry. A resolution was moved by the Home Minister and adopted by the Rajya Sabha on the 6th December, 1961 for the creation of the following all-India Services :—

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

The All India Services Act, 1951 was amended accordingly in 1963 inserting a Section enabling the constitution of these new All India Services.

1.4 The Indian Forest Service was constituted with effect from 1st July, 1966. All the States are participating in the Service.

1.5 According to the Ministry, the Indian Service of Engineers and the Indian Medical Health Service could not be constituted as the State Governments of Tamil Nadu, Kerla, Karnataka, Punjab, West Bengal, Jammu & Kashmir, Assam, and Himachal Pradesh revised their stand mainly on the ground of State autonomy etc on the creation of these new All India Services.

1.6 The Ministry have stated that in March, 1978 the then Government decided that the question of constituting cadres of the Indian Service of Engineers and Indian Medical and Health Service should not be pursued. At the same time no amendment should be made to the amended All India Services Act, 1951. The State Governments were informed accordingly in April, 1978.

1.7 After the present Government assumed office, the matter was re-considered and it was decided that the State Governments may be informally consulted and their views ascertained. Accordingly, informal consultations are being made by the Central Government with the State Governments for constitution of the Indian Service of Engineers and reconstitution of the Indian Medical and Health Service.

1.8 Asked during evidence about the outcome of latest consultation held by the Central Government with States with regard to the aforesaid two new Services, Secretary DP & AR answerd :—

“...We have been trying to persuade the States to have these two services and the latest position today is that seven States agreed informally and 12 States have yet to give their view. They want to discuss the matter further among themselves in the Cabinet and four States have not agreed with regard to these two Services. We hope that with a little more persuasion more and more States may agree and then we may take further action. In the meanwhile, the Sarkaria Commission has also been constituted and probably the All India Services matters may also crop up for discussion and

we may also be guided by the views that Commission may express with regard to these additional All India Services”.

1.9 Asked by the Committee to identify the 7 States which had expressed their willingness, the witness further stated :—

“Bihar, Haryana, Himachal Pradesh, Jammu and Kashmir, Rajasthan, West Bengal and Union Territories.

Maharashtra and Punjab agreed only for engineering service but not for medical and Health Service”.

1.10 The representative of the DP&AR identified the States which were not willing for these new All India Services and indicated the reason, given by them as follows :—

“...Tamil Nadu and Karnataka have not agreed for any service, then Maharashtra and Punjab have not agreed with regard to Health Service...The main argument given is that it affects the autonomy of the States. Another consideration is that in the selection it is not always that candidates from a particular State get selected. In the case of All India Services it is open to all candidates all over the country; there is no quota system as such. The States feel that more of their candidates may not qualify”.

1.11 Asked by the Committee whether it was not possible to constitute a new All India Service even when a majority of States agreed, Secretary DP&AR replied :—

“There is no percentage as such laid down. The law has been passed that the Central Government may constitute the all India Services. The power is available. While constituting the Service, when we go to the States, if we find that a majority of the States are agreeable, then we can constitute the Service with regard to those States and the other States if they so like, they can join later”.

1.12 The Committee consider that All India Services in vital spheres would contribute to modernisation of administration for rapid socio-economic development of the country besides strengthening National integration. At present there are three All India Services viz., IAS, IPS and Indian Forest Services. Although it was decided to create All India Services in the fields of Engineering and Medicine and Health as far back as 1963, these Services

could not be constituted due to hesitation on the part of the some of the States on the ground that new All India Services would infringe on their autonomy. The Committee hope that the efforts now being made by the Central Government to convince the States of the advantages in larger national context to accept the new Services will continue with greater vigour. Meanwhile, the Committee would like Government to examine whether these Services could be constituted covering the States which have already signified their consent leaving the remaining States to join the scheme later.

C. Indian Educational Service

1.13 The Ministry have stated that the Rajya Sabha had passed a resolution in March, 1965 for the creation of Indian Agricultural Service and the Indian Educational Service also. Since a large number of State Governments formed after the General Elections of 1967 opposed the creation of new All India Services in the fields of Education and Agriculture, the Government of India decided not to further amend the All India Services Act, 1951 to bring within its scope the creation of the aforesaid two All India Services.

1.14 During evidence when asked about the position with regard to Indian Educational Services, the Secretary DP&AR stated: "that was not provided in the Act". The Committee then pointed out that as National Integration Council too had passed a unanimous Resolution in 1961 to constitute an All India Educational Service and education had since been brought on the Concurrent List of the Constitution, more attention should be given to the formation of Indian Educational Service. The representative of the DP & AR replied :

"we have of course not gone deep into this matter because we have been pursuing with regard to which Parliament has already passed the Act. While discussing some of these things we discussed with Chief Secretaries—we find that they feel that Education is more a local subject and perhaps that can be taken as a second step rather that immediately".

1.15 Pressed by the Committee about the position in respect of Educational Service, the witness added :—

"We have not consulted the States with regard to Educational Service".

1.16 The Committee consider that All India Service in the field of education which is now a Subject in the Concurrent List could be of immense help in bringing about uniformity in approach to education and in educational standards all over the country. It would also be a firm step in the common endeavour to bring about national integration. The Committee therefore desire that the Central Government should commence the process of consultations with the States in regard to the constitution of the Indian Educational Service for which the Rajya Sabha had already passed a resolution in March, 1965.

CHAPTER II

CADRE STRENGTH

A. Authorised and Actual Cadre Strength

2.1 Rule 3 of the I.A.S. (Cadre) Rules, 1954 provides that there shall be constituted for each State or Group of States an Indian Administrative Service Cadre. Sub-rule (1) of rule 4 of the IAS (Cadre) Rules, 1954 provides that the strength and the composition of each of the cadres shall be determined by the Central Government in consultation with the State Governments concerned. Accordingly, IAS (Fixation of Cadre Strength) Regulations, 1955 have been framed. The sub-rule (2) of rule 4 of the IAS (Cadre) Rules, 1954 provides that the Central Government shall at the interval of every 3 years re-examine the strength and composition of each such cadre in consultation with the State Government or the State Governments concerned and may make such alterations therein as it deems fit.

2.2 Similar provisions exist in the IPS (Cadre) Rules, 1954 and IPS (Fixation of Cadre Strength) Regulations 1955, and in various Rules and Regulations of Indian Forest Service.

2.3 A comparative statement indicating, Statewise, area, population, expenditure and authorised cadre strengths in respect of IAS is given below :—

Statement showing authorised strength of State Cadres of IAS along with area population and expenditure of the States

State	*Area as on 31.3.82 (ooo Sq. Km)	*Population (1981-Census)	£ Aggregate disbursements (1983-84 BE) (Rs. in crores)	§ Authorised Cadre strength of IAS as on 1.1.1984
1	2	3	4	5
Andhra Pradesh	2,75	5,35,49,673	2703.3	337
Assam	78	1,98,96,843	830.4	221 (includes Meghalaya)

1	2	3	4	5
Bihar	1,74	6,99,14,734	2112.4	359
Gujarat	1,96	3,40,85,799	1894.3	224
Haryana	44	1,29,22,618	883.5	214
Himachal Pradesh	56	42,80,818	355.8	128
J & K	2,22	59,87,389	581.0	107
Karnataka	1,92	3,71,35,714	2069.9	263
Kerala	39	2,54,53,680	1145.7	191
Madhya Pradesh	443	5,21,78,844	2281.9	407
Maharashtra	3,08	6,27,84,171	3907.9	349
Manipur	22	14,20,953	138.9	129 (includes Tripura)
Meghalaya	22	13,35,819	141.3	(see Assam)
Nagaland	17	7,74,930	176.4	48
Orissa	1,56	2,63,70,271	1093.4	209
Punjab	50	1,67,88,915	1151.5	181
Rajasthan	3,42	3,42,61,862	1490.2	255
Sikkim	7	3,16,385	58.8	47
Tamil Nadu	1,30	4,84,38,077	2225.1	292
Tripura Union	10	20,53,058	184.5	(See Manipur)
Territories	—	—	—	209
Uttar Pradesh	2,94	11,08,62,013	3479.4	566
West Bengal	89	5,45,80,647	2195.4	311

*Source, India Year Book, 1983 (T.O.I)

‡Source, Reserve Bank of India Bulletin, October, 1983 p. 617

‡Post Evidence Reply No. 12

B. Method of Computing Authorised Cadre Strength

2.4 The method of arriving at the Authorised Cadre Strength of a State (except J&K) takes into account the following elements :

- (1) Senior Duty Posts under the State Government
- (2) Central Deputation Reserve @ 40% of (1) above
- (3) Posts to be filled by promotion and selection under Rule 8 of the IAS (Rec.) Rules, 1954 @ 33-1/3% of (1) and (2) above
- (4) Posts to be filled by Direct recruitment (1) and (2) minus (3) above
- (5) Deputation Reserve @ 22.5% of (4) above.
- (6) Leave Reserve @ 5.62% of (4) above
- (7) Junior Posts @ 23.17% of (4) above
- (8) Trading Reserve @ 11.91% of (4) above

Thus the crucial element which ultimately determined the Authorised Cadre Strength is the "Senior Duty Posts under the State Government". At the instance of the Committee the Department has furnished a Statement showing the number of Senior Duty Posts in the various State Cadres of the IAS as on First January of each year during the last 10 years.

2.5 A study of this statement reveals the following position regarding increase in the number of Sr. Duty Posts in each cadre of IAS during the last 10 years.

State Cadre	As on 1.1.1975	As on 1.1.1984	Increase	% of Increase
Haryana	60	94	34	57
Assam-Meghalaya	69	107	38	55
Kerala	60	88	28	47
Rajasthan	85	121	36	42
Karnataka	83	117	34	41
Madhya Pradesh	144	197	53	37
Uttar Pradesh	195	265	70	36
Himachal Pradesh	44	59	15	34
Union Territories	79	104	25	32
Andhra Pradesh	122	156	34	28
Punjab	65	82	17	26
Orissa	83	102	19	23
West Bengal	119	145	26	22
Maharashtra	132	160	28	21

1	2	3	4	5
Gujarat	84	101	17	20
Manipur-Tripura	56	64	8	14
Bihar	147	168	21	14
Tamil Nadu	116	130	14	12
Nagaland	22	24	2	9
J & K	58	58	Nil	0
Sikkim	23	26	3	13

(as on 1.1.78)

As highest increase in the number of Sr. Duty Posts (57 percent) was in the Haryana cadre a study was made as to in which categories of posts the increase had taken place. The result of study are as follows :

COMPOSITION OF AUTHORISED STRENGTH OF IAS CADRE OF HARYANA AS ON 1.1.1984.

1. Senior Posts under the State Government	94
2. Central Deputation Reserve @ 40% of 1 above	38
3. Posts to be filled by promotion and selection under Rule & of the Indian Administrative Service (Recruitment) Rules, 1954 at 33-1/3% of 1 and 2 above.	44
4. Posts to be filled by direct recruitment (1 and 2 minus 3 above)	88
5. Duputation Reserve at the rate of 22.5% of 4 above.	47*
6. Leave Reserve at the rate of 5.62% of 4 above	5
7. Junior posts at the rate of 23.17% of 4 above	20
8. Training Reserve at the rate of 11.19% of 4 above.	10
Direct recruitment posts	170
Promotion posts	44
Total Authorised strength	214

SENIOR DUTY POSTS TO BE MANNED BY OFFICERS BELONGING TO IAS CADRE OF HARYANA AS ON 1.1.75 AND 1.1.84

	1975	1984	Difference
Senior posts under the State Government	60	94	+34
Chief Secretary to the Government	1	1	—
Financial Commissioner	1	3	+2
Commissioner of Division	2	2	—

* includes an ad-hot increase of 27 posts.

	1	2	3
Secretary to Government in Commissioner's Rank	4	7	+3
Other Secretaries	3	—	—3
Administrator, Command Area Development Authority	Nil	1	+1
Director, Haryana Institute of Public Administration	Nil	1	+1
Transport Commissioner	Nil	1	+1
Excise and Taxation Commissioner	Nil	1	+1
Joint/Deputy Secretary to Government	19	27	+8
Deputy Secretary, Planning-cum-Director, Small Savings	1	1	—
Secretary to Governor	1	1	—
Principal Secretary to the Chief Minister	1	1	—
Registrar, Cooperative Societies	1	1	—
Additional Excise and Taxation Commissioner	1	1	—
Director of Food and Supplies	1	1	—
Director of Industries	1	1	—
Transport Controller	1	Nil	—1
Director, Town and Country Planning cum-Urban Estates and Colonization	1	1	—
Director of Public Relations, Grievances Cultural Affairs and Hospitality	1	1	—
Director of Consolidation, Land Records and Special collector	1	1	—
Director, Social Welfare and Welfare of Scheduled Caste and Backward Castes.	1	1	—
Director of Industrial Training and Employment	Nil	1	+1
Director of School Education	Nil	1	+1
Director of Panchayats	Nil	1	+1
Director of Higher Education	Nil	1	+1
Director of Supplies and Disposals	Nil	1	+1
Labour Commissioner	1	1	—
Director of Tourism	Nil	1	+1

	1	2	3
Director of Local Bodies	Nil	1	+1
Inquiry Officer, Vigilance	1	1	—
Deputy Commissioner	10	12	+2
Additional Director of Industries	1	2	+1
Additional Director of Urban Estates	1	1	—
Additional Director, Consolidation	Nil	1	+1
Additional Transport Commissioner	Nil	1	+1
Additional Registrar, Cooperative Societies	Nil	1	+1
Additional Deputy Commissioner-cum-Chief Executive Officer, District Rural Development Agency/Additional Collectors	1	12	+11
Joint Director, Industries	1	Nil	—1
Joint Registrar of Cooperative Societies	1	Nil	—1
Administrator of Urban Estate, Faridabad	1	Nil	—1
	60	94	+41 -7 } +34

2.6 It is seen that out of a total increase of 34 Sr. Duty Posts under the Haryana Government between 1975 and 1984, the categories of posts in which sizeable increase had taken place are : Joint Secretaries/Deputy Secretaries (8) and Additional Deputy Commissioner-cum-Chief Executive Officer, District Rural Development Agency/Additional Collectors/Deputy Commissioner (13). Besides certain posts of Directors and Addl. Directors have also been classified as Sr. Duty Posts.

2.7 During evidence, the representative of the Department was asked as to how the cadre strength of the All India Services was determined and what was the system of reviewing cadre strength. The Secretary DP&AR stated that the review was undertaken after every three years. Review of the IAS Cadre is done under the Chairmanship of the Cabinet Secretary and Secretary Personnel, Secretary Expenditure, and Chief Secretary of the State included as Members. Review of the IPS Cadre is done under the Chairmanship of Cabinet Secretary and Home Secretary, Secretary Personnel, Secretary Expenditure and the Chief Secretary of the State concerned are included as Members. Review of the IFS Cadre is done under the Chairmanship of Cabinet Secretary and Secretary, Ministry of Agriculture, Secretary Personnel, Secretary Expenditure and Chief Secretary of the State and Inspector General of Forests, Department of Agriculture are included as Members.

As for the type of posts included in the cadres of these Services, Secretary DP&AR stated :—

“The only basis for deciding whether these posts should be included in the All India Service cadre or kept outside is the importance of the post. For example, we try to see that the posts of technical nature need not go to the IAS, they may go to the relevant State Service. If the management content is more and the technical content is less, we put it in the IAS”.

2.8 With regard to the criteria for fixing the cadre strength of these Services, the Secretary DP&AR stated that the criterion was of Senior Duty Posts required in a cadre. He added :

“The Cadre strength is fixed after getting proposals from the States. The initiative comes from them. Their proposals were examined and then a decision is taken. We see the work they are doing and consider the posts required for doing that work”.

2.9 Asked by the Committee whether population, territory or budget of a State were taken into account for determining the cadre strength, the Secretary DP&AR stated the population and territory were no criteria and budget came in only indirectly.

2.10 When the Committee asked for the criteria for fixing the strength of IAS cadre in West Bengal and Bihar at 311 and 566 posts respectively whereas the corresponding figure for a small State like Haryana was 214 the Secretary DP&AR replied that :—

“These strength are there for the last many years”.

2.11 When the Committee contrasted the IAS Cadre strength of Andhra Pradesh (337) with that of Haryana (214) in view of larger population and number of districts in the former State, the Secretary DP&AR added :—

“Whatever may be the population, certain minimum administrative Staff has to be there. A district whether it has two lakh population or one lakh, it should have a D.C. in Andhra the districts are big; in Haryana the districts are small”.

2.12 Asked by the Committee to justify the inclusion in Haryana IAS cadre of 12 Addl. Deputy Commissioner-cum-Chief Executive Officers, District Rural Development Agency/Addl. Collectors, the Secretary DP&AR stated that additional Collectors DRDA had been included in connection with the work of anti-poverty programmes, as had been done with regard to some of the similar posts in other State cadres, but in Haryana all such posts had been included in the cadre.

2.13 Coming to the IPS cadre the Committee asked for the justification for fixing Haryana cadre at 88 while it was fixed at 195 in a bigger State like Bihar. The representative of the Ministry replied that sometimes new districts are formed due to increase in crime and population while these things were not taken into consideration earlier.

2.14 With regard to the final authority for classification of posts under the State Government as Senior Duty Posts the representative of the Ministry stated that it was joint decision of the State and Central authorities.

C. Internal Deputation Reserve

2.15 Deputation Reserve is one of the elements of the Authorised Cadre strength. It is calculated at the rate of 22.5% of the number of Direct Recruitments posts in the Cadre. As a result of the study of the statement furnished by the Department it has come to light that the Department of Personnel and Administrative Reforms has been permitting *ad hoc* increases in the Deputation Reserve over and above the admissible percentage. The *ad hoc* increases authorised have been as high as 135% in Haryana Cadre, 122% in Tamil Nadu Cadre, 120% in Karnataka Cadre and 114% in Gujarat Cadre. In the case of Haryana Cadre of IAS, whereas the admissible Deputation Quota works out to 20 only, 27 additional deputation posts have been authorised by the DP&AR, bringing the total to 47 posts. The details gleaned out from the information furnished by the Department are as follows :

Cadre	Admissible Deputation Reserve @ 22.5% of the Direct Recruitment Quota	Deputation Reserve allowed on ad hoc basis	Total Deputation Reserve
1	2	3	4
Andhra Pradesh	33	27 (82%)	60
Assam-Meghalaya	23	7 (30%)	30
Bihar	35	25 (71%)	60
Gujarat	21	24 (114%)	45
Haryana	20	27 (135%)	47
Himachal Pradesh	13	9 (69%)	22
J & K	8 (@20% of DRQ)	4 (50%)	12
Karnataka	25	30 (120%)	55
Kerala	18	16 (89%)	34
M.P.	41	15 (37%)	56

1	2	3	4
Maharashtra	34	30 (88%)	64
Manipur-Tripura	14	1 (7%)	15
Nagaland	5	—	5
Orissa	22	6 (27%)	28
Punjab	17	18 (106%)	35
Rajasthan	25	16 (64%)	41
Sikkim	4	Nil	4
Tamil Nadu	27	33 (122%)	60
Union Territories	22	Nil	22
U.P.	56	38 (68%)	94
West Bengal	31	21 (68%)	52

2.16 Asked by the Committee during evidence to justify the internal deputation reserve of 47 for such a small State as Haryana, the witness replied :—

“These are done as per requests of the State.”

2.17 Expressing their dissatisfaction on the Ministry's explanation the Committee told Secretary that there seemed to be a mess somewhere in sanctioning of cadre strengths and suggested that the DP&AR should look into it seriously.

2.18 The Committee are constrained to observe that there seem to be no clear criteria for determining the cadre strength of IAS Officers for each State. The statement brought out in paragraph 2.3 of this Report would show that the cadre strength does not bear any relationship to area, population and Budgetary outlay of the States, even granting there has to be some fixed strength irrespective of these factors. For instance, the authorised cadre strength of Kerala (Area 39,000 sq. Kms ; population 2.55 crores ; Budgetary outlay Rs. 1145.7 crores) is 191 whereas that of Haryana (area 44,000 Sq. Kms; population 1.29 crores budgetary outlay Rs. 883.5 crores) is 214. Thus Haryana which is a State of almost the same size as Kerala but with half the population and three-fourth the budgetary outlay of Kerala has 23 IAS Officers more in its cadre strength. Further, Gujarat (area 196,000 Sq.Kms; population 3.41 crores; budgetary outlay Rs. 1894.3 crores) which is bigger than Haryana, about 4½ times in terms of area, more than 2 times in terms of population and budgetary outlay has almost the same cadre strength. And Punjab (area 50,000 Sq. Kms; population 1.68 crores; budgetary outlays Rs. 1151.5 crores) which in every respect is bigger than Haryana has lesser strength of 181. The Committee regret that Secretary, Deptt. of Personnel could not give any satisfactory explanation for such glaring anomalies. It is evident that the Deptt. of

Personnel has virtually divested itself of the responsibility of administering the cadre in a manner that makes for its being geared up to face the challenging tasks of administration with high degree of morale and efficiency. The Committee cannot but deprecate this.

2.19 The number of posts under the State Government classified as "Senior Duty Posts" is at present stated to be the basic element of the authorised cadre strength. The Committee find that during the last ten years from 1975-84, the Senior Duty Posts under the State Governments have increased considerably—the highest increase being in the State of Haryana (57 per cent). From a comparative study of the categories of posts classified as Senior Duty Posts under the Government of Haryana on 1.1.1975 and on 1.1.1984 the Committee find that out of a total increase of 34 Senior Duty Posts during the period, the categories of Posts in which the sizeable increases had taken place are :— Jt. Secretary/Dy. Secretary (8) and Additional Deputy Commissioner-cum-Chief Executive Officers DRDA/Addl. Collector/Dy. Commissioner (13). Besides certain posts of Directors and Addl. Directors which were earlier not regarded as Senior Duty Posts were later classified as such. The Committee have been informed during evidence that the cadre strength was fixed "after getting proposals from the State (and that) the initiative comes from them." The proposals were thereafter examined and then a decision was taken. According to Secretary DP&AR "we see the work they are doing and consider the posts required for doing that work." According to him, "it was a joint decision of the State and the Centre." From the evidence of the Secretary DP&AR the conclusion is inescapable that the increase in the Senior Duty Posts in various State cadres of the IAS and consequently in the authorised strength of cadres have been to say the least, irrational and for this not only the State Government but also the Department of Personnel and Administrative Reforms is equally responsible. In fact, it appears to the Committee that there has been a deliberate attempt to indiscriminately expand the IAS cadre strength atleast in some States. Such increase in strength of cadres especially of small States is bound to result in stagnation and thereby frustration among the officers after some years. The Committee take a very serious view of this matter and strongly recommend that a high-powered Committee may be appointed to review and rationalise the authorised strength of the various cadres of the IAS on the basis of population, area and budget of the States concerned. The Committee would also like this body to evolve a measure of uniformity as between the various cadres in classifying posts under the State Govt. as Senior Duty Posts to be manned by the officers belonging to the IAS. A similar review and adjustments in regard to IPS and IFS should also be made having regard to relevant factors.

One of the relevant factors for the IFS could be the forest area in each State.

2.20 The Committee note that the internal deputations reserve element of the authorised cadre strength is at present calculated at the rate of 22.5% of the number of direct recruitment posts in the cadre. From the information furnished by the DP&AR in respect of various IAS Cadres the Committee have observed that the DP&AR has been permitting *ad hoc* increases in the deputation reserve over and above the admissible percentage. The percentage of *ad hoc* increases over the admissible deputation reserve so authorised by the Central Government have been to the extent of 135 per cent in Haryana cadre, 122 per cent in Tamil Nadu cadre, 120 per cent in Karnataka cadre, 114 percent in Gujarat cadre and so on. In the case of Haryana cadre, whereas the admissible deputation quota works out to 20 only, 27 additional deputation posts have been authorised by the DP&AR bringing the total to 47 such posts against the total Senior Duty Posts of 94 in the Haryana Cadre. The *ad hoc* increases of deputation posts of this magnitude the Committee regard as *prima facie* highly irregular.

During evidence before the Committee the Secretary DP&AR maintained that the increase was made "as per request of the State." The Committee are not satisfied with this view of the Secretary. In fact such an attitude betrays a wilfull unconcern of the concerned Department of the Central Govt. The Committee would like the Deptt. of Personnel & Administrative Reforms to consciously check this unbridled increase in the internal deputation reserve element of the authorised cadre strength and bring it to the level admissible in the shortest possible time.

CHAPTER III

RECRUITMENT

A: Method of Recruitment

3.1 Recruitment to Indian Administrative Service and Indian Police Service is made :—

- (a) by a competitive examination known as Civil Service Examination conducted by the Union Public Service Commission; and
- (b) by promoting substantive members of State Civil Service/ State Police Service.

However, in case of Indian Administrative Service selections are also made from out of Non-State Civil Service Officers for appointment to the State/Joint Cadre of I.A.S.

3.2 Recruitment to Indian Forest Service is made :—

- (a) by initial recruitment from amongst State Forest Service Officers eligible to the State Cadre of Indian Forest Service;
- (b) by competitive examination, namely, Indian Forest Service Examination conducted by the UPSC; and
- (c) by promotion of substantive members of State Forest Service.

B. Imbalances in the opportunities of Promotion to IAS etc.

3.3 The Ministry have stated that one of the methods of recruitment to Indian Administrative Service, Indian Police Service and Indian Forest Service is by promotion of substantive members of (i) State Civil Service, (ii) State Police Service and (iii) State Forest Service respectively. According to the provisions of the respective regulations for promotion to All India Services the Selection Committee shall not consider the case of the member of the State Service unless on the first day of January of the year in which it meets, he is substantive in the State Civil Service/State Police Service/State Forest Service, as the case may be, and has completed not less than 8 years of continuous Service, whether officiating or substantive,

in the post of Deputy Collector or in any other posts declared equivalent thereto by the State Government in the case of Indian Administrative Service, in the post of Deputy Superintendent of Police or any other post or posts declared equivalent there to by the State Government in the case of Indian Police Service and in post included in the State Forest Service in the case of Indian Forest Service.

3.4 Asked during evidence about the extent of imbalance in the Promotion opportunities for IAS available to State Civil Service Officers, as between different State Cadres, the Secretary, DP&AR stated :—

“We have studied this problem. There is considerable imbalance in the matter of promotion of State Civil Service to the IAS. We have made a study and in consultation with the States, we are going to take some remedial action. In Andhra Pradesh the junior most officer promoted is of 10 years seniority but in UP it is 28 years service man. In Kerala the junior most man is with 9 years of service who has been promoted. There is a variation.

We have written to the States to review the PCS Cadre. We have asked for a detailed information from them...

There is un-regulated and unsystematic recruitment...

Our intention is to review PCS cadre of different States to see that some uniform standards are brought about in the Constitution of these services. It has been pointed out that in some States people take 20 years in some States they take only 10 years for promotion from PCS. to IAS. There is unsystematic recruitment to the PCS. We have taken up that aspect with the States to review so that cadres are systematic scientific and promotion prospects are more or less even”.

3.5 The Department of Personnel have, in a written communication, indicated the time taken by States Civil Service Officers for inclusion in the IAS Select List as follows :—

Name of State	Time taken
Andhra Pradesh	10 years
Assam	22 years
Bihar	28 years.
Gujarat	25 years
Haryana	17 years
Himachal Pradesh	13 years
Jammu & Kashmir	20 years
Karnataka	12 years

1	2
Kerla	9 years
Madhya Pradesh	17 years
Maharashtra	18 years
Manipur	14 years
Meghalaya	22 years
Nagaland	13 years
Orissa	25 years
Punjab	23 years
Rajasthan	22 years
Sikkim	15 years
Tamil Nadu	12 years
Tripura	14 years
Union Territories	18 years
Uttar Pradesh	28 years
West Bengal	25 years

3.6 The Committee note that the time taken by State Civil Service Officers for getting included in the Select List for promotion to IAS varies from the one extreme of 28 and 25 years in U.P. and West Bengal Cadres to the other extreme of 10 and 9 years in Andhra Pradesh and Kerala Cadres respectively. The Committee recommend that the DP&AR should assist the States in systematising the recruitment to Civil Services on a scientific basis so that uniform opportunities are available to the State Civil Service Cadres of all the States for promotion to IAS.

3.7 The Committee would also await an analysis of the promotional opportunities available to State Service Officers to IPS and IFS and the action taken to ensure availability of uniform opportunities in all the States in respect of these All India Services also.

C. Direct Recruitment to Indian Forest Service

3.8 It has been stated by the Ministry that in the absence of standard formula for the calculation of vacancies in the Indian Forest Service, the in-take of direct recruits to that Service has all along been on *ad hoc* basis. It has been admitted that this has resulted in a wide cadre-gap in various cadres of this Service and to meet the shortage the in-take had to be stepped up in 1976 and subsequently.

3.9 Asked by the Committee as to why there was uncertainty in the number of posts available for direct recruitment over a period of a decade since 1966, the representative of the DP&AR stated during evidence that the Service having been constituted on 1st July, 1966, the initial formation

of cadres from out of State Forest Services was challenged in Court by those State Forest Services Officers who were not selected. As a result of this litigation the Supreme Court quashed in 1969 the initial constitution of the Service on the ground *inter alia* that it was irregular to appoint Chief Conservator of Forests, who was himself a candidate for IFS, as a member of the Selection Board.

3.10 With regard to current recruitment plans to fill the cadre gap, the witness stated that from initial recruitment of 20-25 candidates a year the position stabilised by 1976 when the number taken was one hundred. By 1981 the number taken was one hundred and twenty. The work of Indian Forest Service was transferred to Ministry of Agriculture on 1st June, 1983, and they were advised to apply the standard formulae for recruitment to the Service as was being done in the case of IAS and IPS.

3.11 When the Committee pointed out that in view of the above position the intake should be increased, the I.G.F. agreed and stated while till recently it was about 100, now 150 were being taken and next year 200 would be taken. On being pointed out by the Committee that at this rate the gap could not be filled even in the next five years, the I.G.F. explained that the examination was being held at All India level and all the good candidates were being taken. If the intake was increased steeply, the quality of the intake was bound to suffer. With regard to reasons for shortage, the Secretary, DP&AR stated :—

“The cadre strength is increased, but the intake is not possible to that extent. It must be phased and because of that the number of officers in forestry is less.”

3.12 The Committee are alarmed at the gap between the authorised cadre strength of the Indian Forest Service and the number of officers in position which is currently as high as 523 in the total authorised cadre strength of all the cadres of 1996. The Committee feel that unless the annual intake in respect of this Services is substantially increased, it will not be possible to cover this gap for a long time to come. This would naturally affect adversely the Forest Administration in the country. The Committee do not fully agree with the Government's view that a larger intake would be at the cost of the quality of recruits. They recommend that the rate of recruitment to the Service should be increased to such level as will enable the existing cadre gap to be covered substantially, if not fully, within the next 5 years.

D. Weightage of marks for Personality Test in Indian Forest Service

3.13 It has been stated by the Ministry whereas for the IAS and IPS weightage of marks for Personality Test is 12.2% of the total marks in the Civil Services Examination, in the case of IFS the weightage of marks for Interview Test is 22.2% of the total marks, in Indian Forest Service Examination.

3.14 Asked by the Committee during evidence to justify the higher weightage prescribed for Interview Test in the case of Indian Forest Service which has a technical orientation, in contrast with other two services, the representative of DP&AR stated that a new pattern of Civil Services Examination was introduced in 1979 in accordance with the recommendations of Kothari Committee. The issue of the pattern of examination for IFS was also referred to Kothari Committee who recommended that recruitment to the Indian Forest Services should also be made under the Civil Services Examination. The Govt. then consulted the Union Public Service Commission who were of the view that the examination for Indian Forest Service should continue to be conducted separately taking into consideration the difference in the nature of duties in the Service. The Government accepted the view of the UPSC. So while the pattern of Civil Service Examination changed with effect from 1979 resulting in reduction of percentage of marks earmarked for Personality Test therein, the corresponding percentage continued to be 22.2 per cent for Personality Test in Indian Forest Service.

3.15 The Committee then pointed out that a reduction in the percentage was called for in IFS Examination also while it had been reduced in other two services. The representative of the DP & AR stated that they had not reviewed the pattern of examination for IFS whereas that of other services had been done. The Inspector General of Forests then stated :—

“We have gone through this question and we are going to refer it to the UPSC to get it reduced.”

3.16 The Committee find that whereas in the case of Civil Services Examination, which is the source of recruitment to IAS and IPS, the weightage of marks for Personality Test is 12.2 per cent of the total marks, in the case of IFS the weightage of marks for Interview Test remains as 22.2 per cent of the total marks. The Committee feel that there is need to maintain uniformity in the weightage for Interview Test, more so in the case of Indian

Forest Service examination as the Service to which it caters has technical orientation. They therefore recommend that steps should be initiated at the earliest to review the pattern of examination for Indian Forest Service with a view *inter alia* to bring down the percentage of marks for Interview Test to the level of those earmarked for Personality test in the Civil Service Examination.

E. Review of Recruitment Standards

3.17 The Kothari Committee recommended a continuing review by the UPSC and the Department of Personnel, of the standard of recruitment for the various All India and Central services. In the follow-up action taken statement supplied by the Ministry, they have merely indicated steps taken by the UPSC to have an evaluation of the examination system. Asked by the Committee whether it was not desirable to evaluate the standards of the successful candidates by suitable means in order to satisfy about the standard of recruitment, the representative of the Ministry stated :—

“.....I would like to submit that the report of the Commission has been as follows : ‘The Commission has been receiving reports from the competent authorities on the performance of IAS officers in respect of the first five years of their service including the probationary period. These assessment reports are expected to enable the Commission to review the scheme of examination and the procedure of recruitment and undertake studies in depth in the relevant areas. It may, however, be stated that the new scheme of Civil Services Examination was introduced only in the year 1979 and a meaningful review of the examination and allied procedures can be undertaken only after five examinations have been held. It is only in 1983 that the fifth examination in the series was conducted and the process will be completed by the middle of 1984. The question of comprehensive review of the Civil Services Examination can be considered after 1984. The assessment report in respect of the officers appointed under the new scheme will be helpful in such a review whenever undertaken.’ ”

3.18 The new pattern of Civil Service Examination was introduced in 1979. As by now 5 examinations have been held under the revised pattern, it is time to review and evaluate the new system of Civil Service Examination to find out whether it is really an improvement over the previous system and in

the light of the study to make such changes in the system of examination as may be necessary and desirable.

F. Broadbasing the Recruitment

3.19 Kothari Committee had stressed the need to broadbase the recruitment to the All India Services in order that sections of the community and parts of the country which are under-represented in the higher services have a more balanced representation.

3.20 Asked during evidence as to what precise action had been taken in this regard, the representative of the DP&AR stated :—

“I agree that there is need to broadbase the recruitment to the All India Services and we have also done much work on this. We have considered all the relevant factors, which will strengthen our system by broad-basing and helping the candidates coming from rural areas. First, the emphasis on English has been reduced. The standard is also of only Matriculation. The nature of this paper is only qualifying. The marks will not be added for computing the rank. We have given the option to the candidates. They have the option to answer the subject papers either in English or any of the Indian languages included in the Eighth Schedule to the Indian Constitution. The weightage on General Studies is also reduced. The marks for the optional papers carry 1200 marks, the General studies papers carries only 600 marks, that is about 50 per cent.... Lesser weightage has been given to the interview test, *i. e.* 12% marks now ; and earlier it has been about 17%. In addition, the interview board could allow the candidate to answer in any Indian language.... Additional papers of post-graduation level for IAS and Indian Foreign Service which were there in the earlier scheme of examination have been dispensed with in the new system of examination. Government believe, that it will help very much in attracting the candidates from rural areas.”

3.21 Asked by the Committee as to what was the proportion of recruits in 1980, 1981 from rural and urban areas, the representative of the Ministry added :—

“.....It may be submitted that we do not have any statistics or any yardstick or criteria to demarcate and define as to what are

rural and what are urban areas ; because education has spread generally to all areas and census figures are taken in a general way..... whenever we referred to Commission (UPSC) to supply statistics, invariably the reply is that no such statistics are available.”

3.22 When the Committee pointed out that with regard to rural areas it should be noted that children started their studies very late there, the Secretary DP&AR replied that the question was taken up with the State Governments but they stated that nowadays educational institutions had spread throughout the length and breadth of the country. He added that :—

“People do not wait indefinitely to complete the education even these days. This difference may have been alright to begin with. But now most States say that age should be reduced.”

3.23 When it was pointed out by the Committee that Government after all, could not be so helpless in distinguishing recruits from rural areas especially if addresses of parents were gone into, the Secretary DP&AR stated :

“The difficulty is somebody is coming from a rural area in U. P. but may have studied in Allahabad,a well to do man living in the village can get his ward educated in a town. The boy’s father in the village can be a rich Zamindar, or a business man even. Similarly employees of the Government may be working in urban areas but they may give the rural address.”

3.24 The Committee emphasise the need for creation of conditions in which the larger masses of the people, particularly those living in the rural areas who did not have the benefit of education through the medium of English, have an equal opportunity to compete with the candidates belonging to urban elite. In this connection the Committee welcome the various measures introduced in this behalf in the examination system and hope that these measures would be actually implemented in the spirit in which they have been conceived. The Committee would suggest that the scheme for coaching of SC/ST candidates to take the civil services examination could be extended to other Backward Classes also so that larger number of candidates belonging to weaker sections of our society could come out successful in the examinations.

*G. Reappearing in Civil Services Examination by
IPS/IFS Probationers*

3.25 In the context of the problem of Indian Police Service and Indian Forest Service probationers opting for other Services during the course of their training, the Committee had in their 89th Report (1975-76) (paras 1.37 and 1.38) *inter alia* recommended that government might appoint Expert Committees to go into the features of the two services which made them less attractive than other Services. Government had then replied, among other things, that the matter would be examined further along with the recommendations of Kothari Committee on Recruitment Policy and Selection Methods. In their Report (paras 3.59 and 3.60), Kothari Committee had recommended :—

“It may further be observed that the existing system which permits that candidates qualifying for and joining the Police or the Central Services, may appear at the Civil Services Examination to improve their career opportunities, has come in for serious criticism from the National Academy of Administration and the respective employing departments. They complain that such probationers neglect their training at both the Academy and the Departmental Training Institutions. Some of them keep on appearing in examinations until they exhaust the admissible number of chances.

The present practice obviously is not desirable. The number of such cases would be very small with the proposed restriction on the total number of attempts permitted to a candidate. Even so, we think it wrong that the very first thing a young person should do in entering public service is to ignore his obligations to the service concerned, and instead spend his time and energy in preparation for reappearing at the UPSC examination to improve his prospects. This sets a bad example and should be discouraged. We recommend that commencing from the 1977 examination, candidates once appointed to the All India or Central Services (Class I) should not be permitted to reappear at a subsequent examination without resigning from service. (On introduction of Phase II of the Civil Services Examination scheme, candidates joining the Foundation Course will not be permitted to reappear at the Main Examination).”

3.26 In their report on the follow up action taken on the Report, the Government have stated that they have decided that the candidates already appointed to a Service on the results of an earlier Civil Services Examination will be considered for appointment in Services to the extent shown below :

Sl. No.	Services to which appointed	Service for which eligible to compete
1.	Indian Police Service	IAS, IFS* and Central Services Group 'A'.
2.	Central Services Group 'A'	IAS, *IFS and IPS.
3.	Central Services Group 'B' (including Civil and Police Services in Union Territories)	IAS, *IFS IPS and Central Services, Group 'A'.

*Indian Foreign Service.

3.27 Asked by the Committee during evidence to state the rationale behind Government's policy to allow IPS/IFS probationers to appear in IAS/ Central Services etc., the Secretary DP&AR explained :—

“The Kothari Committee has recommended that once an officer qualifies for any of these services, he should not be allowed to appear again for IAS and IPS. This matter was considered and Government took the view that at the young age people should not be denied the prospects of going higher. If they are within the age limit and if they wish to compete, they should not be deprived. Each one has three chances and he should be allowed to have three chances. It may not be fair that one who was selected for a lower service should not be allowed to appear for higher service. This was the considered view and it was decided that youngsters should have the opportunity to go higher.”

3.28 On being pointed out by the Committee that this indicated that promotion prospects were brighter in IAS among all three All India Services and therefore probationers were more attracted towards IAS the representative of the DP&AR contended that he had already submitted that promotion prospects had to be higher in some of the All India Services.

3.29 The Committee would like to point out that the Kothari Committee in Para 3.60 of the report pointed out :—"We think it wrong that the very first thing a young person should do in entering public services is to ignore his obligation to the service concerned, and instead spend his time and energy in preparation for reappearing at the UPSC examination to improve his prospects. This sets a bad example and should be discouraged." The Committee urge upon the Govt. to review their decision regarding allowing the probationers to reappear in the Civil Service examinations to improve their prospects. If it is still considered necessary to allow this, the Committee suggest that it may be limited to only one chance after a person enters a Civil Service.

CHAPTER IV

ALLOCATION OF SELECTED CANDIDATES

A. Allocation to State/Joint Cadres

4.1 The candidates appointed to the Indian Administrative Service/ Indian Police Service/Indian Forest Service in accordance with the provisions of the Indian Administrative Service (Appointment by Promotion) Regulations, 1955, Indian Police Service (Appointment by Promotion) Regulations, 1955 and the Indian Forest Service (Appointment by Promotion) Regulations, 1966 and for that matter of the officers appointed by selection from non-State Civil Service to the Indian Administrative Service are allocated to the State to which the officers concerned belong.

4.2 In a memorandum it has been represented to the Committee as follows :—

“To achieve the objective of national integration, the members were of the view that the preference of only top 25 per cent candidates should be taken into account in the allocation of selected candidates to various State/Central Cadres. The remaining candidates should be allotted to different States according to the present system.”

4.3 Regarding the present system for allocation of successful candidates to State Cadres, the Secretary, DP&AR stated during the evidence that :—

“The present system of allocation is dependent on the number of vacancies. 50 per cent are filled by insiders and 50 per cent are filled by outsiders, that is those who do not belong to that particular State. The allocation is made entirely on the basis of their rank in the examination and the preference given by them. Suppose in Haryana, there are four vacancies in a particular year. Two will be from amongst the candidates from Haryana, and two will be from the States other than Haryana. The allocation of first two seats from Haryana will be made to those who have given first preference from Haryana and who are in

rank higher than others. Suppose ten candidates have qualified from Haryana. Only the first two will be allotted to Haryana. Similarly, from the outsiders' quota, whoever has got a higher rank and who has given preference for Haryana will be allotted to Haryana."

4.4 As to how the candidates who have secured quite a high rank are allocated to different States, the representative of DP&AR added :—

"Before the examination, they are asked to indicate their preferences. The entire country has been divided into five zones... Each candidate who is taking the examination is required to indicate his first preference and second preference in each zone... The UPSC sends that data to us along with the result of the examination. On the basis of the preference, the allocations are made... If there are no insiders, the vacancies will go to the outsiders."

4.5 To the Committee's query whether allotment of an officer to the State to which he belonged would be better in the interest of administration, the Secretary DP&AR stated that in that case the services would lose their All India character. There was rather a demand that all officers should be allotted to States other than the one to which they belonged. To have an all India perspective, if there were outside elements on key posts, they would be better able to resist local pressures. Asked by the Committee why was then a two tier system of allotting 50 per cent insiders and 50 per cent outsiders to a State cadre adopted, the witness stated that the proposal before Chief Minister's Conference to change the ratio of 1 : 1 to 1 : 2 in favour of outsiders was accepted by some of the States, only while others were of the view that it should remain 50 : 50 as at present.

4.6 Regarding officers promoted to the All India Services, the witness stated that the difficulty about allotting them to outside States was that they came into All-India Services at a very advanced age, when it was not convenient for them to move out of the State and learn the languages, rules and regulations of the other States. The question of allotting them to outside States was also placed before the Chief Ministers' Conference but they did not agree. In contrast, direct recruits come into Services at a young age and they did not have family problems of that magnitude as those of promoted officers.

4.7 On a suggestion being made that promoted officers being very senior and experienced, posting them outside States might enhance national integration and they would be in better position to resist local pressures, Secretary DP&AR stated :—

“That is really an ideal thing. But I do not know how far it is practical at the age of 50 for a man to go and familiarise himself in new surroundings... I doubt if that is possible Perhaps many of them may refuse the promotion and say : sorry we are not interested in promotion.”

4.8 Asked by the Committee whether the 50 : 50 ratio was being strictly followed in all the three Services, the representative of the DP&AR stated :—

“It is absolutely followed without any deviation. No exception... In all the three Services.”

4.9 The following statement was subsequently furnished by the Ministry indicating the cadre strength, number of direct recruits and the number of outside direct recruits in each State cadre of the Indian Administrative Service :—

Cadre Strength & Direct Recruits in IAS

(as on 1.1.1984)

Sl. No.	Name of the State/ Joint Cadre	Cadre Strength	Total No. of direct recruits	Number of out- sider direct recruits
1	2	3	4	5
1.	Andhra Pradesh	337	242	139
2.	Assam-Meghalaya	222	130	94
3.	Bihar	359	268	150
4.	Gujarat	224	174	166
5.	Haryana	214	126	86
6.	Himachal Pradesh	128	79	59
7.	Jammu & Kashmir	107	57	39
8.	Karnataka	263	173	102

1	2	3	4	5
9.	Kerala	191	123	58
10.	Madhya Pradesh	407	273	243
11.	Maharashtra	349	244	164
12.	Manipur-Tripura	129	78	61
13.	Nagaland	48	32	19
14.	Orissa	209	155	84
15.	Punjab	181	131	52
16.	Rajasthan	255	178	115
17.	*Sikkim	47	26	4
18.	Tamil Nadu	292	223	104
19.	Union Territory	209	129	110
20.	Uttar Pradesh	566	383	186
21.	West Bengal	311	215	108

4.10 The Committee see merit in a gradual increase in the percentage of outsiders in the State cadres. This would enable the cadre officers serving within the State to be largely above local pressures. Moreover this would also lead to national integration, which is the need of the hour.

B. Inter-Cadre Transfers

4.11 On the Committees' enquiry whether Government allowed transfer of Officers from one State Cadre to another, Secretary DP&AR replied in the affirmative stating that normally no AIS officer was allowed to be transferred to the Cadre of his home state except on compassionate grounds like unsuitability of the climate etc. The witness added :—

“.....The policy provides that on compassionate grounds and on the ground of proven hardship, if Government are satisfied, in those cases, he (the officer) may be transferred from one State to another State not necessarily to home state.”

* The number of officers in the Sikkim Cadre of the IAS includes 21 initial recruits also.

4.12 In a note on cases of transfers from one cadre of All India Services to another during last five years, with reasons for transfer, the Ministry have stated that the inter-cadre transfers of the members of the Indian Administrative Service from one cadre to another cadre of the Service are permitted under the provisions of Rule 5(2) of the Indian Administrative Service (Cadre) Rules, 1954, which reads as follows :—

“The Central Government may with the concurrence of the State Governments concerned, transfer a cadre officer from one cadre to another cadre.”

4.13 In accordance with the provisions of this rule, the Central Government have been permitting inter-cadre transfers since January, 1983 on the following grounds, namely :—

- (i) In public interest ; and
- (ii) When the two All India Services Officers borne on different cadres marry.

Care is, however, taken to ensure that, as far as possible, the officer concerned is not transferred to his/her home State on the ground (ii) above.

4.14 As regards inter-cadre transfers prior to 1983, the requests of inter-cadre transfers were considered on the grounds :—

- (i) In public interest,
- (ii) When two All India Services Officers borne on different cadres married ;
- (iii) When the climate of the State of allocation was injurious to the health of the officer or the spouse or the dependant children, and
- (iv) On compassionate grounds on merits of each case.

Care was, however, taken to ensure that as far as possible, the officer concerned did not get transferred to his/her home State.

During the year 1983, only three inter-cadre transfers have been allowed. All of them were on ground of marriage between All India Services Officers borne on different cadres so as to bring the couple in one cadre and none of these officers has been transferred to his/her home State.

4.15 A statement indicating inter-cadre transfers of IAS officers permitted alongwith the reasons, from 1979 to 1983 is given below :—

Year	Marriage	Compassionate grounds	Health	Public Interest	Total
1979	5	5	1	1	12
1980	5	2	2	2	11
1981	3	4	4	—	11
1982	2	5	5	1	13
1983	3	—	—	—	3
					50

According to the statement furnished by the Ministry the number of Inter-Cadre Transfer of IPS/IFS officers during the last five years as also the reasons therefor were as follows :—

Year	Marriage	Compassionate grounds	Medical Health grounds	Public Interest	Total
<i>Indian Police Service</i>					
1979	2	—	—	—	2
1980	2	2	—	—	4
1981	—	2	1	—	3
1982	2	3	1	—	6
1983	2	—	—	—	2
					17
<i>Indian Forest Service</i>					
1981	—	1	—	—	1
1983	1	—	—	—	1
					2

4.16 The Committee find that during the 5 years from 1979 to 1983, 50 IAS officers and 17 IPS officers have been permitted a change of their cadre. Between 1981 and 1983, only 2 officers of the Indian Forest Service were permitted a change of cadre. The grounds on which the permission was granted were : marriage, compassionate grounds, health and in public interest. The Committee trust that requests of transfer from one cadre to another are considered strictly on merit and no extraneous influences are allowed to determining the decision of the Government in the matter.

CHAPTER V

PAY SCALES AND PROMOTION PROSPECTS OF ALL INDIA SERVICES

A. Pay Scales

5.1 In a non-official Memorandum, it has been suggested to the Committee that :—

“The time has come when pay scales and promotion prospects of the three All India Services are made one and the same. Much of the inter-service bickerings and dissatisfaction amongst members of IPS and Indian Forest Service is just because of this glaring disparity.”

5.2 Reacting to the above suggestion during evidence, the Secretary DP&AR explained the position on pay scales as follows :

“I think it would be better to wait for the views of the Fourth Central Pay Commission which has been set up. At the moment, of course, their junior scales in all the three services are some starting from Rs. 700 and going upto Rs. 1300. In the senior scale, there is a slight disparity. The IAS senior scale is from Rs. 1200-2000 and in the Police Service it is from Rs. 1200-1700 and in the Forest Service it is from Rs. 1100-1600. No doubt all these three are all India Services. But the pay scales depend on the nature of the post as also the responsibility or the type of work they have to do. Keeping all these in view, the earlier Pay Commissions had been recommending slightly different Pay scales.”

5.3 In a written note indicating how the emoluments of All India Services Officers compare with those at the time when services were constituted, the Ministry have stated that the scales of pay/pay admissible to the Indian Administrative Service and Indian Police Service since 1954 onwards as given below :

Scales of pay/pay admissible to Indian Administrative Service/Indian Police Service since 1954 onwards.

IAS	1954	1960	1973
	Rs.	Rs.	Rs.
Junior Scale	350-950	400-1000	700-1300
Senior Scale	850-1800	900-1800	1200-2000
Selection Grade	—	1800-2000	2000-2250
Supertime Scale (i)	2250/-	2500-2750	2500-2750
(ii)	2500/-	3000/-	3000/-
(iii)	3000/-	3500/-	3500/-
IPS			
Junior Scale	350-850	400-950	700-1300
Senior Scale	600-1150	740-1300	1200-1700
Selection Grade	1250/-	1400/-	1800/-
Supertime Scale (i)	1450-1650	1600-1800	2000-2250
(ii)	1650-1950	2000-2250	2250-2500
(iii)	1850-2250	2500-2750	2500-2750

5.4 The Ministry have further stated that with effect from 20th April, 1983 the post of Inspector General of Police of the State Governments was redesignated as Director General and Inspector General of Police and was upgraded from the scale of pay Rs. 2500-2750 to the fixed pay of Rs. 3000 p. m. Also the Selection Grade of the IPS was revised from the fixed pay of Rs. 1800 to the scale of Rs. 1800-100-2000.

5.5 In another written note the Ministry have informed that anomalies of serious consequences in the pay structure of All India Services *vis-a-vis* State Services came to the notice of this Department during the last few years. In fact a stage has been reached that in a large number of cases the officers of State Services would be drawing pay in scales of pay higher than that admissible to All India Services officers of corresponding level or seniority. Information was collected from various States which revealed that there has been tremendous upward increase in the pay scales of State Services in the recent years while the pay scales of the All India Services have not been revised after 1.1.1973. In many States new scales of

pay have been introduced in the State Civil Services which are higher than the senior scale of the I. A. S. For instance, in Assam there is a scale of Rs. 1600-2100. In Haryana, there is a scale of Rs. 2000-2200. In Meghalaya, there are scales of Rs. 1600-2300 and Rs. 1800-2500. In West Bengal, there is a scale of Rs. 1600-2250. There are scales of Rs. 2300-2700 and Rs. 2700-3000 in the State Civil Service of U. P. In Bihar, there are scales of Rs. 2400-3000 and Rs. 2600-3200. These pay scales are much higher than the supertime scale of the I.A.S. This is in a way setting a trend of establishing parallel Services in the States equal to or even higher than the IAS and other All India Services.

5.6 The Committee feel that the pay scales applicable to the All India Services are not attractive enough to draw talented persons to the Services. Since 1960, there has been little change in the Junior, Senior and Selection grades and absolutely no change in the Supertime Scales. It is admitted that serious anomalies have developed as a result of many State Governments having revised upward the scales of pay of the State Civil Service Officers which has resulted in the State Civil Service Officers' pay being more than that of All India Service Officers of the corresponding level. The Committee feel concerned at this state of affairs and recommend that these facts should be duly placed before the Fourth Pay Commission and trust that the Commission would keep these in view while recommending the new pay structure for the All India Services.

B. Promotian Prospects

5.7 With regard to the promotion prospects in All India Services the representative of the Department stated during evidence that :

“We cannot say (that there is) disparity, in the sense that each service has got its own line of promotions. In the Forest Service, you have Conservator of Forest ; there is also Chief Conservator of Forest. There are posts like Inspector General of Forests, etc. Each service has got its own hierarchy of promotion. Police has its own hierarchy—S. P., DIG, IG and all that. So each service has got its own line of promotion. Areas of operation, areas of work these are different. Naturally, promotions are different. IAS is a general service. These are services for a particular function ; Forest Service is for forest function alone. So, you can't have equality in all respects, whereas you have only one IG (police) you have so many Secretaries of Government. You can have only one Chief Conservator (Forest). All these are different areas of operation. By virtue of the structure of each service, its area of operation differs, its work differs.”

5.8 Asked by the Committee to confirm whether representations in this regard were being received from All India Services other than IAS demanding the same promotion prospects which are available to Indian Administrative Service, the representative of the Department replied that representations keep on coming from time to time and now the matter would be looked into by the Pay Commission.

5.9 In a subsequent written note, the Department have informed the Committee that no comprehensive study has been made on the differences in service conditions of All India Services Officers in different State cadres. A study was made by the then Department of Admn.Reforms of the Ministry of Home Affairs in 1968 on the management of the differences in promotion prospects in the Indian Administrative Service cadres of Maharashtra, Punjab, Uttar Pradesh and Mysore. They found that there is a high degree of variation between one cadre and another in the opportunity for promotion and that equitability between different cadres has not been achieved even with the formula of keeping 20% of the posts in item-1 of the cadre schedule in grades above the Selection Grade. The Study observed that "besides being inherently unhealthy these disparities result in pressures in congested cadres for gravitation to the Centre resulting in distortion of the utilisation of the Central deputation quota. This tendency vitiates cadre management and affects morale. Some relief to the congested cadres is undoubtedly called for."

5.10 A short study by the Department of Personnel and Administrative Reforms in 1980 on the comparative management of All India and Central Group 'A' Services looked into the promotional avenues of All India Services. They also found variability in promotion prospects for various cadres in all the three All India Services. The study found that the percentage of supertime posts in I.A.S. varies from 8.3% to 24.8% from one cadre to another with a spread of 16.5% from 13.3% to 26% with a spread of 12.7% in I.P.S. and 11.1% to 32.3% with a spread of 21.2% in Indian Forest Service. The range of seniority for promotion into supertime scale around July, 1979 in the various State cadres of I. A. S. was found to be 16 to 22 years *i. e.* 1957 year of allotment in Kerala and 1963 year of allotment in the State cadres of Assam, Meghalaya and Karnataka. It was also found that the percentage of supertime scale and above posts to senior duty posts in the Indian Forest Service is the highest among the three All India Services.

5.11 The Department have furnished a statement showing the year of allotment of the junior most officer appointed to posts in each grade in each of the State IAS Cadres and the time taken for such appointment, which is reproduced below ;

Statement showing time taken for promotion to different grades of the Service above the time scale as on 1.1.84 in each of the State Cadres—the year of appointment of the junior most officer promoted to the various grades in the various States.

S. No.	Name of the Cadre	Year of allotment of junior-most IAS officer appointed to various grades in the Cadre and time taken for such appointment				
		Senior Scale 1200-12000	Selection Grade 2000-2250	Super-time Scale 2500-2750	3000 fixed	3500 fixed
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1.	Andhra Pradesh	1979 (5 yrs)	1971 (13 yrs)	1967 (17 yrs)	1955 (29 yrs)	1952 (32 yrs)
2.	Assam (as on 1.1.83)	1978 (5 yrs)	1967 (16 yrs)	1965 (18 yrs)	1955 (28 yrs)	1952 (31 yrs)
3.	Bihar	1979 (5 yrs)	1970 (14 yrs)	1968 (16 yrs)	1957 (27 yrs)	1952 (32 yrs)
4.	Gujarat	1979 (5 yrs)	1970 (14 yrs)	1966 (18 yrs)	1955 (29 yrs)	1949 (35 yrs)
5.	Haryana	1979 (5 yrs)	1970 (14 yrs)	1965 (19 yrs)	1958 (26 yrs)	1953 (31 yrs)
6.	Himachal Pradesh	1980 (4 yrs)	1971 (13 yrs)	1968 (16 yrs)	1962 (22 yrs)	1953 (31 yrs)
7.	Jammu & Kashmir	1979 (5 yrs)	1969 (15 yrs)	1966 (18 yrs)	1961 (23 yrs)	1952 (32 yrs)
8.	Karnataka	1979 (5 yrs)	1970 (14 yrs)	1967 (17 yrs)	1957 (27 yrs)	1952 (32 yrs)
9.	Kerala	1979 (5 yrs)	1970 (14 yrs)	1966 (18 yrs)	1957 (27 yrs)	1953 (31 yrs)
10.	Madhya Pradesh	1980 (4 yrs)	1970 (14 yrs)	1967 (17 yrs)	1956 (28 yrs)	1954 (30 yrs)
11.	Maharashtra	1979 (5 yrs)	1969 (15 yrs)	1966 (18 yrs)	1953 (31 yrs)	1952 (32 yrs)
12.	Manipur	1980 (4 yrs)	1970 (14 yrs)	1966 (18 yrs)	1958 (26 yrs)	—
13.	Meghalaya	1979 (5 yrs)	1968 (16 yrs)	1966 (18 yrs)	—	1953 (31 yrs)
14.	Nagaland	1979 (5 yrs)	1970 (14 yrs)	1968 (16 yrs)	1960 (24 yrs)	—
15.	Orissa	1959 (5 yrs)	1969 (16 yrs)	1966 (18 yrs)	1954 (30 yrs)	1952 (30 yrs)
16.	Punjab	1979 (5 yrs)	1970 (14 yrs)	1965 (19 yrs)	1957 (27 yrs)	1956 (28 yrs)
17.	Rajasthan	1979 (5 yrs)	1970 (14 yrs)	1966 (18 yrs)	1956 (28 yrs)	1953 (31 yrs)
18.	Sikkim	1977 (7 yrs)	1966 (18 yrs)	1962 (22 yrs)	1957 (27 yrs)	—
19.	Tripura	1980 (4 yrs)	1970 (14 yrs)	1966 (18 yrs)	1958 (26 yrs)	—
20.	Tamil Nadu	1979 (5 yrs)	1970 (14 yrs)	1968 (18 yrs)	1956 (28 yrs)	1954 (30 yrs)
21.	Uttar Pradesh	1979 (5 yrs)	1970 (14 yrs)	1968 (18 yrs)	1957 (27 yrs)	1950 (34 yrs)
22.	West Bengal	1979 (5 yrs)	1970 (14 yrs)	1966 (18 yrs)	1956 (28 yrs)	1952 (32 yrs)
23.	Union Territories	1979 (5 yrs)	1970 (14 yrs)	1966 (18 yrs)	1954 (30 yrs)	—

5.12 The above statement would show that there are wide disparities with regard to promotion to posts in supertime scale and above of the Service. The Department have stated that the Central Government gives due consideration to this problem while examining the proposals of the State Governments for upgradation and/or encadrement of posts at higher levels and efforts are made to correct the imbalances as between various cadres. The Central Government also tries to minimise the disparities by selectively drawing to the Centre Officers from those Cadres where stagnation in the matter of promotion is comparatively acute.

5.13 The Committee note that a short study conducted by the Department of Personnel and Administrative Reforms in 1980 on the comparative management of the All India and Central Group 'A' Services found variability in promotion prospects for various cadres in all the three All India Services. According to a statement furnished to the Committee by the Department of Personnel and Administrative Reforms the variability as between different cadres for promotion to posts was as follows :

Selection Grade (Rs. 2000-2250) — varies between 13 years in Andhra Pradesh and Himachal Pradesh to 16 years in Assam, Maghalaya and Orissa and 10 years in Sikkim.

Super-time Scale (Rs. 2500-2750) — varies between 16 years in Bihar, Himachal Pradesh, Nagaland and Uttar Pradesh and 19 years in Haryana and Punjab and 22 years in Maharashtra.

Rs. 3000 (fixed) — varies between 2 years in Himachal Pradesh and 31 years in Manipur.

Rs. 3500 (fixed) — varies between 28 years in Punjab and 35 years in Gujarat.

The Department of Personnel and Administrative Reforms have stated that the Central Government gives due consideration to this problem while examining the proposal of the State Governments for upgradation and/or encadrement of posts at higher levels and efforts are made to correct the imbalances as between various cadres. The Committee find that despite the observance of this method to get over this problem the imbalances in promotion prospects

in different cadres of the IAS persist. The Committee believe that such imbalances would also be there in the case of the IPS and IFS. They would like the Department of Personnel and Administrative Reforms to study the problem in depth and find effective ways and means to correct the imbalances in promotion prospects as between different cadres of the All India Services.

CHAPTER VI

TRAINING COURSES

A. Foundational Course

6.1 The Lal Bahadur Shastri National Academy of Administration conducts the Foundational Course training common to fresh entrants to All India Services and all Central Services, Class I. The course is of 3 months duration and covers (i) Public Administration including Social Administration and Management, (ii) Law, (iii) Planning and Economic Policy (iv) Political Theory and Constitution of India, and (v) History and Indian culture.

6.2 The Committee on Recruitment Policy and Selection Methods (Kothari Committee) was of the view that a recruitment test for intellectual ability alone cannot be regarded as adequate. The Committee proposed a comprehensive methods of selection taking into account special requirements. The Committee recommended a one year foundation course aimed at developing in trainees a sense of social responsibility and help them acquire an understanding of problems and tasks of development. In its view the Academy required a complete reorganisation. The Committee also recommended Civil Services Post Training test on completion of the foundation course at the Academy to assess personal qualities and attributes relevant to the Civil Services. The performance at this test was to be taken into account for final ranking and allotment of Services. Although in the Committee's view all this could be implemented by 1980 the decision thereon has been deferred by government.

6.3 Asked during evidence about the follow-up of the above recommendation of the Kothari Committee, the Secretary DP & AR explained the rationale for accepting first two stages of Civil Service Examination, namely Preliminary and Main Examinations. With regard to the third stage viz. Post Training Test at the end of one year Foundational Course, the witness added:—

“.....The third stage was—which the Government said should be deferred—that at this stage according to Kothari Committee do not change people from one to other service, but to send all those

selected to the Academy for training. They may be 400, or 500, in fact by 1990 they may be 1,000. After one year's foundation course, then they have to be allocated to different services, like IAS, IPS. But then the Government felt at that stage they will not be able to reappear for the examination. If somebody is allowed to go to a lower service during the training, and then afterwards if he says that he is not interested in it, it will not be possible to accommodate him. Then the whole time is wasted. That is why the Government said that this should be deferred...UPSC say, they want to see one more year, 1984, conduct one more study and then to come to some conclusion...The Kothari Committee said that it should be one year. Thereafter two year's specialised course. Then the training becomes three years. This is considered too long. Also, to train 500 to 600 people the facilities are not available. We do not have them at the moment. Whether the allocation should be done after the training, that part of the recommendations is deferred."

6.4 The Kothari Committee had *inter-alia* recommended a Civil Service Post Training Test on the Completion of foundational Course at the National Academy of Administration to assess personal qualities and attributes relevant to the Civil Services on the basis of which final ranking and allotment of probationers to different Civil Services was to be determined. While introducing the new pattern of Civil Service Examination in 1979, this stage of the Civil Services Examination was 'deferred'. The Committee feel that it is necessary to reorient the foundational training and implement the recommendation of the Kothari Committee in this regard. They trust that this will be done early.

B. Review of the Syllabus

6.5 In their 89th Report (1975-76) (Para 6.57), the Estimates Committee had recommended "that the Conference of the Heads of Central Training Institutions convened for exchange of views on training of Civil Servants should be expanded to include eminent educationists and experts in Public Administration and this body should be formally charged with the responsibility of keeping the syllabus of the Foundational Course for the probationers under continuous review so as to effect necessary improvement and changes without loss of time." As the Ministry, was reluctant to formalise the Conference of the Heads of Training Institutions, the Committee (1977-78) reiterated their earlier recommendation in their 7th Report.

6.6 Kothari Committee (1976) had *inter alia* recommended that a Committee of Experts may be constituted to outline the detailed syllabus of the Foundation Course. With regard to the steps taken in pursuance of the recommendations of the Committee emphasizing review and necessary improvements in the foundational course, the representative of the Department stated during Evidence:-

“Firstly the National Academy of Administration has merged the two annual training conferences. This national training conference was convened in September, 1982. In this conference the participation has also been broadbased, to include a number of distinguished educationists, experts, e.g. the representatives of the Directors of the Indian Institute of Management, Ahmedabad, Bangalore, Calcutta, representative of the Department of Public Administration University of Lucknow, Administrative Staff College of the India and the National Defence College. This conference reviewed the foundational course as the first item on its agenda and the following changes made so far are brought to the notice of the Committee.

In terms of the content of the programme, additional emphasis and coverage has been provided on special Welfare Administration with special reference to women and children, role of voluntary agencies, alternative sources of energy, discussions on environment and ecology including forestry and social forestry and an appreciation of management and behavioural sciences. In respect of the methodology of the course, now there is a greater stress on case studies and tutorial work in small groups of say 15 probationers. This is also followed by syndicate discussions which are not only to be attended by the probationers but they (probationers) are also required to produce various project reports. There are also counsellors for various probationers and at the end of the foundational course the probationers are also required to prepare a term paper in close consultation with the faculty member assigned to the probationer. These are briefly some of the changes which have been brought about very recently as a result of the review conducted in the 1982 conference.”

6.7 Explaining the content of Rural Economics in the course, the Secretary DP & AR stated:—

"A lot of emphasis has been given on the rural economics, social conditions in the villages and now on the 20-Point Programme. There are attachments to villages also; they also go to the All-India Rural-Institution-the National Institute of Rural Development..... We are going to constitute a Syllabus Committee which will go into this. Some eminent people will also be included on this. They will go over the entire syllabus and see whether further improvements could be made in the training-content of these officers. This is going to be done soon."

6.8 Regarding arrangements for tribal orientation in the probationers' training, the witness added:—

"Apart from the theoretical training that they receive about the tribals there is provision for their attachment to tribal blocks. During district attachment also they go to tribal areas. Special emphasis is laid during training to acquaint them about tribals."

6.9 Asked by the Committee whether there was a qualifying test at the end of the post recruitment training, the Secretary DP & AR stated:—

"There is at the end of the training an examination. The marks obtained in the training course are added to the marks obtained in recruitment examinationsand then their seniority is determined."

6.10 On the Committee's complaint regarding lack of probationers' interest in post recruitment training, the Secretary DP & AR added :—

".....There is a provision that if the performance of the officers in the training is not satisfactory, their probation can be extended. There is also a provision that when they are found unsuitable, they can also be discharged. Of course, cases of this type have not been too many. The provisions are there. So, people take interest I cannot say that all of them take interest. There could be some cases where they do not take interest. There are inbuilt provisions so that they cannot be complacent in their performance-in the Academy... . performance during the training... ultimately determines their seniority. The rank obtained in the recruitment examination is not the final rank. What they do in the academy also will be taken into account. So, that would be in their mind always. There is also a fear that if they do not do

well, they can be removed from the service.....once the preventive provision is there that is enough. May be not many have been removed. It does not imply that this is not working. It has a preventive value. There have been cases that people have been removed during the period of probation. Also there have been cases where the probation has been extended. But, luckily, such cases are a few."

6.11 The Committee note that the National Academy of Administration have merged the two annual Conferences of the Heads of Central Training Institutions into a National Conference, which on being convened in 1982, reviewed the Foundational Course and introduced a few changes therein. The Committee however regret to note that although recommended by Kothari Committee as far back as 1976, the Academy is yet to constitute a Committee of Experts to outline the detailed syllabus for the Foundational Course. The Committee recommend that the Syllabus Committee should be constituted without any further delay so that the syllabus thus up-dated and improved could be introduced from the year 1986 at the latest.

6.12 The Committee further recommend that the proposed Syllabus Committee should be asked among other things to examine specifically what improvements could be made in the Syllabus of the Foundation Course so as to adequately orient the probationers in solution of the problems peculiar to Rural Backward, Tribal and Slum areas.

C. *In-Service Refresher Training Courses for IFS Officers*

6.13 In the Preliminary Material it has been stated by the Ministry that:—

- (i) "A refresher course for the Indian Forest Service Officers with 8 years Service *i.e.* middle level officers has been proposed in pursuance of the recommendations of the Estimates Committee (1975-76) of the the Lok Sabha contained in its 89th Report (Para 8.38) on recruitment and training orientation of All India Services.
- (ii) Simillar in-service training course for the Indian Forest Service officers with 15 years service *i.e.* senior level Officers has been proposed ...
- (iii) It is also proposed to start special Refresher Course for the State Forest Service Officers who are included in the select

list/appointed to the Indian Forest Service against the promotion quota."

6.14 It has further been stated that these three courses, could not be carried out so far and efforts are being made to carry out the three courses in the Indian Forest College, Dehradun.

6.15 About the reasons for not starting the refresher courses during the last 8 years, the Inspector General of Forests stated during evidence that such a course had been started but there was no matching response from the State Governments as they preferred special courses such as Wild Life, Social Forestry, Soil and Water Conservation and logging etc. Accordingly 5 courses in Wild Life, 2 in Social Forestry and some batches in Soil and Water Conservation have been conducted. Pointing out that there was a lot of difference between Refresher Courses and Special courses, the former being for day to day work and the latter for special activities, when the Committee asked why refresher courses were not being arranged, the IGF replied that there was also shortage of staff and agreed with the Committee that special courses should be taken care of separately. With regard to the position of Refresher Courses the witness further explained:-

".....For refresher course out of the 15 officers nominated, three came and were trained That means that 15 seat were kept but people did not turn up because the departments said that they were short of officers..... so the States did not respond. We have to blame the States, because if they forced the candidates, they would have come."

6.16 About the number of candidates required to be trained, the IGF added:-

"We have got a total training reserve of 93 in the whole country and the shortage is 500...The total gap is 533, we send all officers for training..."

6.17 The Committee attach great importance to the need for imparting periodic refresher training to IFS officers on account of fast technological developments in the field of Forestry but regret to note that although three training courses for IFS officers with 8 years service, 15 years service and for those promoted to IFS from State Forest Service have been proposed by the Government, these could not be carried out so far due to lack of response from State Governments who have not been sparing the officers to undergo the training. The Committee understand that this lack of response from the

States is due to the continuing wide gap between cadre strength and actual number of officers in position. With the increase in the quantum of recruitment to the Service in recent years and further increase contemplated the Centre should now be able to persuade the States to spare a fixed number of IFS officers every year for imparting training in all the three above mentioned categories of courses.

CHAPTER VII

CAREER PLANNING

A. Review of Career Development of Indian Administrative Service Officers

7.1 The question of devising suitable career pattern for direct recruits to the IAS was first taken up in 1974 when a background paper on the subject was circulated to all State Governments for their comments. Taking the State Government's views into account, a set of suitable guidelines for career development of direct recruits to the IAS was prepared and sent to all State Governments as well as Ministry of Home Affairs (in respect of UT cadre) in June, 1976 for follow up action.

7.2 The broad pattern of these guidelines envisaged that after the first two years of probationary training, the IAS direct recruit should spend about 2 to 3 years in a sub-divisional charge. After completion of the sub-divisional charge an officer could be posted as ADM in some important District or brought over to the Secretariat in departments dealing with social services/development works. During 6 to 10 years of service, the officer, depending upon his ability and aptitude, could be posted as District Collector or, if the officer had already completed about 3 years of combined field experience in the posts of SDO/ADM, he could be posted in the State Secretariat as Deputy/Joint Secretary, or in the offices of the Heads of Departments dealing with the developmental work, or deputed to the Centre at an appropriate level.

7.3 The guidelines further envisaged that during the second stage *i.e.* during 10 to 18 years of service the posting of the officer should generally be in the Secretariat or as Head of the Departments. The basic administrative competence built during the formative stage should now be canalised, in specialised fields of administration. Most of the posts under the Government could be classified into one or other of the eight subject-fields identified by the administrative Reforms Commission. These fields have been further grouped into three broad groups connected with (a) General

Administration, (b) Agricultural and Social Welfare Administration, and (c) Economic Administration as indicated below :—

- Group 'A' : 1. Personnel Administration
2. Financial Administration
3. Defence Administration and Internal Security
- Group 'B' : 1. Agricultural and Rural Development Administration
2. Social Services and Educational Administration
3. Planning
- Group 'C' : 1. Economic and Commercial Administration
2. Industrial Administration

7.4 It was envisaged that during the third stage of the career i.e. during the 18+ years of service of an IAS Officer, specialisation in any of the three broad areas A, B, C, should be attempted. He should best be utilised in senior management posts and his frequent transfers at higher management and policy formulation levels should be avoided.

7.5 The guidelines also provided for proper utilisation of the facilities for in-service training of officers at various stages of their career. It was suggested that every officer must have at least two spells of training, either in India or abroad, between the sixth and 18th years of service, one of a general nature and other of an advanced level relevant to one of the specialised fields in which the officer is working or is likely to work.

7.6 It was also suggested to the State Governments that there should be proper institutional arrangements for concerted action on these suggestions and State level career management Committees may be constituted for overseeing the implementation by these guidelines. It was suggested that Establishment Officer to the Government of India should also be associated with the working of these State Level Committees.

7.7 Accordingly, the career development of the IAS Officers is periodically reviewed by the Establishment Officer and other officers of the Department with the Chief Secretaries of various State Governments.

7.8 Asked during evidence about the conclusions of the last Review and follow up action taken thereon, the representative of the Department of P&AR stated :—

“Periodically reviews are undertaken regarding the manner in which the guidelines issued by the Government of India are being followed and to what extent they have been followed by the State Governments. In 1979 a review was undertaken and it was found

that direct recruit IAS Officers in some States were not getting adequate sub-divisional experience and district experience. The then Home Minister wrote to all the Chief Ministers of the States, requesting them to take personal interest in the matter of postings and other related matters of young direct recruit IAS Officers. In 1981 again we gathered data from different State Governments on the basis of which we did some detailed analysis as to whether officers up to five years of service had adequate sub-divisional experience and whether the officers are getting district charge during the first nine years or not, whether officers were given adequate opportunities for working in the field of economic and commercial administration and whether officers of very senior level like the Secretary to Government were being transferred in such a way as to enable them to perform the functions in different fields. This data we give to the Establishment Officer and the Secretary (Personnel) when they go on tours to State capitals and they discuss it with the Chief Secretaries. This is a matter, you will appreciate, involving the posting of IAS Officers and they are normally decided by the Chief Minister. Discussions take place at the level of the Chief Secretaries and suitable advice is given regarding career development of IAS Officers. Sometimes one gets the impression that in some States the transfers of officers are taking place abruptly, not strictly in conformity with the guidelines. This problem was considered in the Chief Ministers' Conference held in last April. The Home Minister of India had suggested the constitution of Civil Services Boards in each State to oversee all matters relating to the Civil Services which naturally includes the IAS. Some States reacted favourably to this suggestion regarding the constitution of Civil Service Boards, while some other States were not favourably inclined".

7.9: About the imparting of sub-divisional and district experience to IAS Officers, the witness stated :—

"Broadly we are saying that at the junior level, sub-divisional experience and district charge are important. At the level of Secretaries to the Government, we have suggested to the State Governments that they should not be transferred within a period of less than three years, unless it is for the purpose of promoting or for sending them to the Central Government".

7.10 About the number of IAS Officer who had not worked as sub-divisional officers, the witness stated :—

“Of the officers with four and five years of service 45% of the direct recruits, according to our 1979 review and 58% of the direct recruits in the 1981 review had not been allowed to work as sub-divisional officers for two full years. They were short of two years. Similarly in eight State cadres, 70 per cent or more of the officers have not done sub-divisional charge for two years. This is about sub-divisional charge. Similarly, for district charge also we got information and all these things we analysed and suitably advised the State Government.”

7.11 About the reaction of the States to these guidelines the witness stated :—

“The State Governments have pointed out to us that originally there were not many posts in existence like the Rural Development Authority, etc., where now these officers are posted which are development-oriented, which involve frequent tours to the rural areas. That experience is as useful as that of sub-divisional officer.....It is not as if there is total violation of the guidelines. In some States there are certain constraints, certain problems.”

7.12 On the Committee expressing their doubts that officers were being posted in sub-divisions for full two years, the Secretary DP&AR stated that this requirement was being constantly emphasised by the Ministry by pointing out that that the officers without sub-divisional and district experience would not be taken (on deputation) to the Centre. “Thus this type of experience had been made compulsory. Furthermore, a record of the posting of all I. A. S. Officers was being kept at the Centre and deviation from the guidelines, if any, in their posting were being pointed out.

7.13 The Committee note that in June 1976 guidelines for career development of direct recruits to the IAS were sent to all the State Governments. According to these guidelines, after the first year of the probationary training, the IAS direct recruit should spend about 2 to 3 years in a sub-divisional charge. After completion of the sub-divisional charge the officer could be posted as ADM in some important district or brought over to the Secretariat in Departments dealing with social services/development works. During 6 to 10 years of service, the officer, depending upon the ability and aptitude, could be posted as District Collector or, if the officer had already completed about 4 years of combined field experience in the post of SDO/ADM he could be posted to the Secretariat. It was, however, admitted before the Committee by the

representative of the Department of Personnel and Administrative Reforms that a sizeable percentage of officers with 4 or 5 years of service "had not been allowed to work as sub-divisional officer for full two years". The position regarding district experience at the later stage of the career of IAS Officer would be similar. The Committee are informed that the State Governments have taken the plea that a tenure in offices which are rural development oriented and which involve frequent tours to the rural areas is as useful an experience as that of sub-divisional officer. The Committee however, feel that posting as a sub-divisional officer secures for the young IAS Officer a multi-functional experience which posting to development oriented offices in rural areas could not supplant. The Committee therefore, urge that the Central Government should persuade the State Government to observe the 1976 guidelines regarding career development of IAS Officers.

B. Career Planning for IFS

7.14 In the preliminary material, the Department of Personnel and Administrative Reforms have stated that as far as Department is aware, "no regular arrangements for Career Development of Indian Forest Service Officers on the pattern of arrangements which exist in respect of the IAS have been made so far. The Department of Agriculture and Cooperation propose to initiate necessary action in this respect. The Department has already formulated a Central Staffing Scheme to provide for systematic placement of Indian Forest Service Officers in various technical/research/education posts under the Central Government in the field of forestry. The scheme will be administered by a Central Forestry Establishment Board under the Chairmanship of Secretary (Agriculture & Cooperation). The Scheme is awaiting the approval of the Union Public Service Commission."

7.15 Asked during Evidence about the reasons for such a long delay in the formulation of scheme for career development of Indian Forest Service which was created in 1966, the Inspector General of Forests stated :—

"It is no doubt true that the Service was created in 1966 and we do not have written guidelines. But since the service is very old—we had the first Inspector General of Forests in 1864—we are having some sort of career planning for the very beginning. When fresh recruit comes out, he is put in various disciplines. We see that he acts as a ranger at least for six months, then acts as Sub-Divisional Officer, as Assistant Conservator of Forests. And when

he becomes a junior forest officer, he is shifted to a special job called management plan officer or as working plan officer. For these two years, he has to personally go to each and every forest area which is given to him and he writes a sort of 10-year future plan of that area. That is a very vigorous type of training for him and after that he becomes DFO. Again we see that whether he fits for social forestry or production forestry. We also give him training in between either in India or abroad. We send him for various courses which are being organised all over the country in various management institutes. We have also started our own Indian Institute of Forest Management in Bhopal. We give training as to how to save wood while harvesting is done. We also train in social conservation, water conservation and water-shed management in order to see how much he can help in diminishing, if not stopping, the floods.....The scheme has been finalised.”

7.16 Subsequently, in a written note furnished to the Committee, the Department have explained the genesis and salient features of the Central Staffing Scheme as follows:—

“The Central Staffing Scheme outlines the procedure to be followed for filling various forestry posts under the Central Government to be manned exclusively by IFS officers on deputation basis. The Scheme covers about 150 Central deputation posts. These posts were covered by separate recruitment rules and each post was filled after inviting applications from Indian Forest Service officers as and when a vacancy arose. A proposal for formulating a Central Staffing Scheme in respect of all such posts as the Centre was conceived in 1978. After a series of inter-departmental discussions and consultations, the Scheme has been brought into force w.e.f. 9.1.1984.

Salient Features of the Scheme

The salient features of the Central Staffing Scheme issued on 9.1.84 are given below:—

- (a) All the technical, research and teaching posts (about 150 in number) in the forestry sector under the Central Government are covered by the Scheme.

- (b) There are no separate recruitment rules for individual posts. Recruitment rules which were in existence have been repealed with the introduction of the Staffing Scheme.
- (c) A Central Forestry Establishment Board has been established under the scheme to make recommendations for filling up the posts covered by the Scheme. This Board consists of the following:—

(1) Secretary (Agri-& Coopn.)	Chairman
(2) I.G.F.	Member
(3) President, F.R.I. & C. Dehradun	Member
(4) A representative of the Department of Personnel & A.R. not below the rank of Joint Secretary.	Member
(5) Joint Secretary (Forest) Deptt. of Agriculture & Coopn.	Member

The Board will determine the criteria of availability of I.F.S. officers for appointment to various posts covered by the Scheme and will make recommendations for appointment to the various posts after scrutinising the service records of the officers sponsored by the State Governments for Central deputation.

- (d) The Board will also make recommendations for appointment to other posts, in the Government of India and autonomous bodies financed by the Central Government where appointments to such post is to be made from amongst I.F.S. officers.

The Staffing Scheme thus provides for filling various forestry posts under the Central Government on a systematic basis, after assessing the special requirements of each job and selecting an officer with the right qualifications and aptitude. The normal period of deputation prescribed under the scheme, is 4 or 5 years. A cooling off period of 3 years has been prescribed between two spells of deputation”.

7.17 The Committee regret that although the Indian Forest Service was constituted as far back as in 1966, no arrangements for career development of Indian Forest Service officers on the pattern of existing arrangements in respect of Indian Administrative Service officers have been made. The Committee would urge that a programme for career development of Indian Forest Service officers should be drawn up in consultation with the State Governments and guidelines in this behalf issued to the State Governments as has been done in the case of Indian Administrative Service Officers.

CHAPTER VIII

DEPUTATION

A. Duration of Deputation of IAS Officers at Centre

8.1 The tenure period of IAS Officers on deputation to the Centre has been indicated by the Department of P&AR as follows :—

“Under Secretary/Equivalent	3 years
Deputy Secretary/Equivalent	4 years
Director/J. S./equivalent	5 years

However the period can be extended or curtailed in public interest.”

8.2 Asked during evidence whether the extension or curtailment of deputation period had become a routine affair or was still an exception, the representative of the Department stated :—

“Extension of tenure is an exception rather than a rule. As on 1.2.84, out of 707 IAS Officers working at the Centre, the number of officers who are on extended tenure is 38. Out of this 38, only 24 are on extended tenure strictly speaking. The remaining 14 are treated as on extension of tenure only in a technical way—for instance, two of them have been given extension to enable them to stay at the Centre till the date of their retirement. One officer is technically on extension because he is about to be absorbed in a public sector undertaking, and the remaining 11 officers are on extension technically because they are either on Study Leave or on some other such leave just prior to reversion. They are treated to be on Central strength till they revert to the State.

The extension of tenure of officers upto the level of Directors is sanctioned by the Central Establishment Board presided over by the Secretary (Personnel) and other Members.

The extension of tenure of Joint Secretaries is considered for sanction by the Senior Selection Board presided over by the Cabinet Secretary of which Secretary (Personnel) is a Member.”

B. Officers not sent on Deputation to Government of India

8.3 It is noticed from the Preliminary Material furnished by the Department to the Committee that 1591 IAS Officers With more than 5 years service to their credit have never been on deputation to the Government of India. Similarly 768 IPS Officers (other than those belonging U. P. cadre) with more than 5 years service to their credit have never been on deputation to Government of India. This shows that the opportunities for deputation to the Centre have not been distributed equitably.

8.4 Asked during evidence to comment upon the above trend in deputation opportunities, the Secretary DP&AR stated :—

“So far as IAS is concerned, out of the 1591 officers who have not come on Central deputation, 384 are promoted officers who are of older age and are reluctant to come to the Centre. Similarly, 550 officers are with five to eight years of service. At that stage also we do not want them to come. We want them to come at a later stage, after nine years of service, so that they spend more time in the States at the sub-division and district level. Really we should count the officers who have nine years or more of service when they should come to the Centre. That number is 1,041—those who have nine years or more of service and who have come in this category are 1426. If we take away the promoted officers, the direct recruits are only 708. Here also at a higher level, promotion is by a very strict selection because it is an all India selection. A large number of officers are not included in our promotion panels. That is how they are left out. Still I feel that some more officers should come. There are a number of problems why officers are reluctant to come. The most important is the housing difficulty in Delhi. People coming from the South find it difficult in Delhi. People coming from the south find it difficult to get a house here. There is a pool for the officers who come on deputation to the Centre; a certain number of houses have been earmarked ; but that number is very small. It takes three or four years for them to get accommodation but by that time their tenure is over. The rent outside is so high that they can not take a house on rent. I have been writing to the Housing Ministry that the All India Service concept will get a setback unless they increase the number of houses in that pool. We do hope that with improvement in the housing conditions and a few other facilities like educational facilities, admission for children etc., the representation will go up. The same is the position with regard to IPS also.”

8.5 The Secretary DP&AR admitted before the Committee that as many as 708 directly recruited IAS Officers with a service of 9 years or more have never come on deputation to the Centre. He also expressed a feeling that "some more officers should come." The Committee feel that the opportunities for deputation to the Centre should be available to officers belonging to each IAS/IPS cadre on an equitable basis. The number of officers belonging to a particular cadre on Central deputation should be as close as possible to the Central deputation quota of the State Cadre Strength.

C. Deputation to Haryana Forest Development Board

8.6 During evidence it was brought to the notice of the Committee that Government of Haryana had placed most of the officers belonging to the State cadre of the Indian Forest Service working in the Logging Circle on deputation to Haryana Forest Development Board. According to the directions contained in the Haryana Forest Department letter dated 26 November, 1982, the staff so deputed will get the benefit of leave and pension contribution and deputation allowance from the Board.

8.7 Details in this regard were furnished by the Department of Personnel and Administrative Reforms in a note which is reproduced below :—

"On the 2nd November, 1982, the Governor of Haryana promulgated an Ordinance entitled the Haryana Forest Development Ordinance, 1982, to provide for the establishment of the Haryana Forest Development Board for undertaking the development of forest resources, utilisation of, processing of and trade in forest produce.

In pursuance of the Ordinance, Commissioner, and Secretary to the Government, Haryana Forest Department, issued certain instructions in his letter dated 26.11.1982, addressed to the Chief Conservator of Forests, Haryana, and Director, Haryana Forest Development Board, relating to allotment of work upon the constitution of the Haryana Forest Development Board. This letter *inter-alia* contained the following directions :—

'At present the whole staff which is working in Logging Circle is proposed to be given to the Board and this entire staff will be on deputation with the Board. The terms and conditions of deputation of this staff will be issued separately. A categorywise list of the staff working at present should be prepared and sent to

Government so that Government may issue orders for the deputation of this staff after obtaining approval of Finance Department. The staff which will be on deputation with the Board will get the benefit of leave and pension contribution from the Board and staff will get deputation allowance according to the instructions issued by Finance Department from time to time.'

The Commissioner and Secretary to the Haryana Forest Department further issued a Memo dated 9.12.1982 addressed to the Chief Conservator of Forests, Haryana, regarding allocation of functions to the Haryana Forest Development Board. It was mentioned in this communication that on the basis of the discussions held in a meeting on 24.11.1982 under the Chairmanship of the Chief Secretary to the Government of Haryana, the State Government had taken the following decisions :—

- (a) social forestry project with all the staff will continue to be executed by Forest Department ;
- (b) all other work of the Forest Department relating to different plantation schemes, DPAR, DDP, Farm Forestry, IRD and other programmes being executed by the Forest Department shall stand transferred to the Board along with the 13 Forest Territorial Divisions and the Production Circle (Logging) and the staff working therein with immediate effect ;
- (c) the Development Circle along with Working Plan Division, research, training and wildlife will continue with the Forest Department ;
- (d) regulatory functions such as closing area, etc. under various acts should continue to be handled by the Forest Department ;
- (e) the Forest Department will continue to be headed by the C. C. F. alongwith the staff in the social forestry project (World Bank) and Development Circle and Wildlife ;
- (f) no additional staff should be created by the Department or the Board. The existing staff may be allocated according to the work distribution given above. The staff so transferred to the Board will be treated on deputation ;
- (g) A small Cell will be retained in the CCF's office according to their requirements ;

(h) As regards the allocation of IFS officers from Forest Department to the Forest Development Board after the work and staff are duly transferred to the Board, a reference will have to be made to the Government of India by the State Government to inform them about the revised internal distribution of cadre. The posts under the State Government will have to be proportionately reduced and the deputation reserve quota will have to be increased accordingly. The C. C. F. was directed to work out the precise detail about the number of IFS officers which would be needed by the Forest Department. It was also mentioned that while submitting proposals to the Government of India full justification would have to be given stating that the Board would have to handle the same Government work as the Forest Department had been doing and that no overall reduction in the I. F. S. cadre was contemplated.

When the matter came to the notice of the Ministry of Agriculture, it asked for an urgent report from the State Government, since no reference had been received in this regard from the State Government. In its reply dated 14.1.1983, the State Government explained that Forest Development Board had been established to make appropriate administrative arrangements for coping with the massive programme of tree planting taken up in the State on a priority basis.....

In the meantime, on 15th December, 1982, 12 I. F. S. Officers of the Haryana Cadre filed a Civil Writ Petition No. 5522 of 1982 in the High Court of Punjab and Haryana challenging the validity of the Haryana Forest Development Ordinance. Besides the Government of Haryana, Secretary, Department of Agriculture & Cooperation, and Secretary, Ministry of Home Affairs (Department of Personnel & Adm. Reforms), Government of India, were impleaded as respondents in the writ petition. The writ petition *inter alia* challenged the provisions in the Ordinance relating to transfer of forests/lands etc. from the State Forest, Department of the Forest Development Board and the wholesale transfer to I. F. S. Officers on deputation to the Board in violation of the IFS (Cadre) Rules, 1966.

On examination of the matter, in consultation with the Department of Personnel & Adm. Reforms and the Ministry of

Law, it was observed that in accordance with the provisions of the Indian Forest Service (Cadre) Rules, 1966, read with the provisions of the IFS (Fixation of Cadre Strength) Regulations, 1966 (under which the authorised cadre strength of the Haryana Cadre of the I. F. S. has been fixed.....) only 3 I. F. S. Officers of the Haryana Cadre could be sent on deputation posts under the State Government. It was, therefore, found that the action of State Government in ordering large scale deputation of I. F. S. Officers to the Haryana Forest Development Board in excess of the limit prescribed for the State deputation reserve was irregular. Hence, in consultation with the Ministry of Law and the Department of Personnel & Adm. Reforms, a letter was addressed by the Ministry of Agriculture to the State Government on 18.2.1983 in which it was *inter alia* mentioned as follows :—

'The petitioners have contended that the ordinance is repugnant to the All India Services Act and the rules framed thereunder. In this connection it is observed that the proposed whole sale deputation of I.F.S. Officers to the Board is not in accordance with the provisions of IFS (Fixation of Cadre Strength) Regulations, 1966, read with the I. F. S. (Cadre) Rules, 1966, inasmuch as the number of I. F. S. officers deputed to the Board would be far in excess of the State deputation quota prescribed.'

In view of the above, the State Government was requested to take suitable action as well as to amend the written statement filed by them in the Court appropriately.

The matter was also discussed by the Union Minister of Agriculture with the Chief Minister of Haryana. The Chief Minister agreed to send his officers to discuss the matter with the officers of the Central Government. Accordingly, a meeting was taken by the Inspector General of Forests on 15.3.1983 in which the representatives of the Ministry of law, the Department of Personnel & Adm. Reforms, and the Government of Haryana were present..... In this meeting, the objection of the Central Government to the wholesale deputation of I.F.S. Officers to the Haryana Forest Development Board was clarified at length by the representative of the Central Government. It was pointed out specially that the All India Services are the creation of Article 312 of the Constitution. The All India Services Act, 1951, and the rules and

regulations framed thereunder regulated the recruitment and the conditions of service of the All India Services officers. In particular, attention was drawn to the provisions of the Indian Forest Service (Cadre) Rules, 1966, framed under the All India Services Act, 1951 and it was stated that under the IFS (Fixation of Cadre Strength) Regulations, 1966, the authorised strength of the Haryana IFS cadre has been fixed as 39 by the Central Government, including 23 cadre posts and a State Deputation Reserve of 3. Under Rule 6 of the I. F. S. (Cadre) Rules, 1966, cadre posts cannot be kept vacant or held in abeyance for periods exceeding six months without the approval of the Central Government. For this purpose, the State Government was required to make a report to the Central Government which had so far not been received. The approval of the Central Government was also required for any *ad hoc* increase in the State Deputation Reserve. It was also pointed out that under the executive instructions issued by the Government of Haryana on 19.12.1982, all work other than Social Forestry Project of the Haryana Forest Department relating to different plantation schemes, DPAP, DDP etc. had been transferred to the Board along with the 13 Forest Territorial Divisions and Production (Logging) Circle and the staff working therein with immediate effect. The net result was that almost all the cadre posts of the Haryana IFS cadre had been transferred to the Board and the cadre posts have been held in abeyance. Since the transfer appeared to have been made on a "long-term" basis, it was clear that the cadre posts would be kept in abeyance indefinitely for which concurrence of the Central Government would be required under Rule 10 of the Cadre Rules. It was further explained that while an *ad hoc* increase in the State Deputation Reserve could be considered by the Central Government for undertaking commercial activities, this could not be permitted for undertaking activities normally identified with the State Forest Departments at the cost of keeping the bulk of Cadre posts in abeyance indefinitely. The representative of the Department of Personnel & Adm. Reforms further pointed out that in view of the position explained above, the executive instructions issued by the State Government had come in direct clash with the provisions of the I. F. S. Rules and Regulations governing recruitment and conditions of service of I. F. S. Officers. Transfer of I. F. S. Officers on deputation should not affect the basic strength and composition of the State cadre. It was also explained that the step

taken by the State Government was likely to have serious adverse effect on State Forest Service Officers in officiation on cadre posts and their appointment to the Indian Forest Service since the I.F.S. Cadre posts would no longer be available to them for the purpose of promotion as a result of the constitution of the Board. It was, therefore, necessary, that the basic strength and composition of the I. F. S. Haryana Cadre should be left untouched.

The representatives of the Government of Haryana agreed that the matter would be brought to the notice of the State Government for appropriate action.

The Minister of Agriculture further discussed this issue with some Cabinet Ministers and Secretary, Forest Department of Haryana on 19.3.1983, when they assured that the matter would be reconsidered.

In their letter dated 8.4.1983, the State Government reported that they had reconsidered the question of reallocation of the work between the Forest Department and the Haryana Forest Development Board and that it had been decided to retain the work relating to cadre management, research and training, world Bank Projects on Social Forestry and planning with the Forest Department and transfer the work relating to plantations, maintenance of plantations and commercial operations in areas not covered by the World Bank Projects on Social Forestry to the Board. It was mentioned that this arrangement was likely to result in over utilisation of deputation reserve for which a separate reference was being made to the Government of India.

The matter was examined again with reference to the State Government's reply. It was noted that as regards the transfer of Territorial Divisions along with I. F. S. cadre posts to the Forest Development Board, the State Government had not taken any note of the discussions held in the meeting on 15.3.1983. A further letter dated 4.5.1983 was therefore, addressed to the State Government in which it was emphasised that transfer of I. F. S. Officers on deputation to the Board in excess of the State Deputation Reserve and keeping the cadre posts vacant or in abeyance indefinitely consequent on the transfer of the functions of these posts to the Board was in contravention of the provisions of the I. F. S. (Cadre) Rules, 1966. The State Government was asked

to take immediate action to rectify the inconsistency. The State Government was also told that unless necessary corrective steps were taken by the State Government immediately, the written statement of the Central Government taking a contrary stand in the matter would be filed in the High Court.

In their reply dated 7.7. 1983, the State Government justified its action mainly by contending that the posts under the Forest Development Board could also be treated as cadre posts.

The matter was examined further in consultation with the Department of Personnel & Adm. Reforms. The State Government had earlier taken a stand that the I. F. S. Officers transferred to the Board would be treated as on deputation and a proposal would be sent to the Central Government for *ad hoc* increase in the State deputation reserve to cover all these posts. It was noted that the State Government had now revised their stand and had proposed that the posts held by I. F. S. Officers under the Board should be included as cadre posts. The department of Personnel & Adm. Reforms, however, pointed out that their letter dated 26.5.1971, quoted by the Government of Haryana only indicated the type of posts to be reckoned against Central Deputation Reserve and State Deputation Reserve and did not include any provision to the effect that the posts under a body owned or controlled by the State Government could be included as cadre posts. Such posts had to be reckoned only against Central Deputation Reserve or State Deputation Reserve, as the case may be. This position was intimated to the State Government again on 9.8.1983. It was pointed out to them that the posts held by I.F.S. Officers under the Haryana Forest Development Board could not be included in the I. F. S. cadre as suggested by the Government of Haryana and they could only be treated as deputation reserve posts. It was also indicated that an increase in the State Deputation Reserve from 3 to 13 could not also be allowed, simultaneously keeping as many as 10 posts on the Haryana cadre vacant and in abeyance indefinitely.

Despite all the above mentioned efforts of the Central Government, the Government of Haryana did not revise its stand regarding the transfer of IFS Officers to the Forest Development Board by 17th August, 1983 which was the last date for filing the written statement in the Writ petition pending for admission before the High Court of Punjab and Haryana. It is noteworthy

that the Court had been giving extensions for this purpose already since December, 1982. In view of this position, the written statement on behalf of the Central Government was filed in the High Court on 17.8.1983... The High Court has since admitted the writ petition and the matter is *subjudice*. A date for hearing has not been fixed”.

8.8 During evidence the Committee enquired from the representatives of DP & AR and Department of Agriculture whether a State Government could put its entire cadre of an All India Service at the disposal of an autonomous body as had been done in Haryana in the case of Indian Forest Service Cadre. The Secretary DP&AR stated :—

“They are working in the Cadre but they are shown on deputation. .. Under the scheme of All India Services they cannot do it. There should be some Government posts and some deputation posts. In Haryana, instead of 20% they have made it 100%.”

8.9 Asked by the Committee whether there were any other such instances of violation of deputation rules by the States, the Secretary DP &AR stated :

“No state except Haryana in the case of Forest Service had exceeded the limit”.

8.10 The Committee are averse to any State Government placing on deputation All India Service Officers belonging to the State Cadre in excess of the element of Internal Deputation Reserve included in the authorised strength of State Cadre. They are baffled at almost all the officers belonging to the Indian Forest Service Cadre of Haryana being placed on deputation with the Haryana Forest Development Board which will enable them to get the benefit of leave and pension contribution and dearness allowance from the Board while they would be doing the same work as they were doing earlier under the State Government. The Committee would not like to make any positive recommendations in this regard as the matter is *subjudice* in the High Court of Punjab and Haryana. They would, however, like the Department to continue persuading the State Government to retrace their steps and if need be take a positive stand before the High Court on the Writ petition in which they have been made as one of the Respondents.

NEW DELHI ;

April 12, 1984

Chaitra 23, 1906(Sa ka)

BANSI LAL,

Chairman,

Estimates Committee,

APPENDIX

Statement of Recommendations/Observations

Sl. No.	Para No. of Report	Recommendations/Observations
1	2	3
1	1.12	<p>The Committee consider that All India Services in vital spheres would contribute to modernisation of administration for rapid socio-economic development of the country besides strengthening national integration. At present there are three All India Services viz., IAS, IPS and Indian Forest Service. Although it was decided to create All India Services in the fields of Engineering and Medicine and Health as far back as 1963, these Services could not be constituted due to hesitation on the part of some of the States on the ground that new All India Services would infringe on their autonomy. The Committee hope that the efforts now being made by the Central Government to convince the State of the advantages in larger national context to accept the new Services will continue with greater vigour. Meanwhile, the Committee would like Government to examine whether these Services could be constituted covering the States which have already signified their consent, leaving the remaining States to join the scheme later.</p>
2	1.16	<p>The Committee consider that All India Service in the field of education, which is now a subject in the Concurrent List, could be of immense help in bringing about uniformity in approach to education and in educational standards all over the country. It would also be a firm step in the common endeavour to bring about national integration. The Committee therefore, desire that the Central Government should commence the process of</p>

1	2	3
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consultations with the States in regard to the constitution of the Indian Educational Service for which the Rajya Sabha had already passed a resolution in March, 1965.

3 2.18 The Committee are constrained to observe that there
to 2.20 seem to be no clear criteria for determining the cadre
 strength of IAS Officers for each State. The statement
 brought out in paragraph 2.3 of this Report would show
 that the cadre strength does not bear any relationship to
 area, population and Budgetary outlay of the States, even
 granting there has to be some fixed strength irrespective
 of these factors. For instance, the authorised cadre strength
 of Kerala (Area 39,000 Sq. Kms; population 2.55
 crores; Budgetary outlay Rs. 1145.7 crores) is 191 whereas
 that of Haryana (area 44,000 Sq. Kms; population 1.29
 crores; budgetary outlay Rs. 883.5 crores) is 214. Thus
 Haryana, which is a State of almost the same size as
 Kerala but with half the population and three-fourth
 the budgetary outlay of Kerala has 23 IAS Officers more
 in its cadre strength. Further, Gujarat (area 196,000 Sq.
 Kms; population 3.41 crores; budgetary outlay Rs. 1894.3
 crores) which is bigger than Haryana, about 4½ times in
 terms of area more than 2 times in terms of population
 and budgetary outlay has almost the same cadre strength.
 And Punjab (area 50,000 Sq. Kms; population 1.68 crores;
 budgetary outlays Rs. 1151.5 crores) which in every
 respect is bigger than Haryana has lesser strength of 181.
 The Committee regret that Secretary, Deptt. of Personnel
 could not give any satisfactory explanation for such glaring
 anomalies. It is evident that the Deptt. of Personnel
 has virtually divested itself of the responsibility of
 administering the cadre in a manner that makes for
 its being geared up to face the challenging tasks of
 administration with high degree of morale and efficiency.
 The Committee cannot but deprecate this

The number of posts under the State Government classified as "Senior Duty Posts" is at present

stated to be the basic element of the authorised cadre strength. The Committee find that during the last ten years from 1975-84, the Senior Duty Posts under the State Governments have increased considerably—the highest increase being in the State of Haryana (57 per cent). From a comparative study of the categories of posts classified as Senior Duty Posts under the Government of Haryana on 1.1.1975 and on 1.1.1984 the Committee find that out of a total increase of 34 Senior Duty Posts during the period, the categories of Posts in which the sizeable increases had taken place are :—Jt. Secretary/Dy Secretary (8) and Additional Dy. Commissioner-cum-Chief Executive Officers DRA Addl. Collector/Dy. Commissioner (13). Besides certain posts of Directors and Addl. Directors which were earlier not regarded as Senior Duty Posts were later classified as such. The Committee have been informed during evidence that the cadre strength was fixed “after getting proposals from the State (and that) the initiative comes from them.” The proposals were thereafter examined and then a decision was taken. According to Secretary DP&AR “we see the work they are doing and consider the posts required for doing that work.” According to him, “it was a joint decision of the State and the Centre.” From the evidence of the Secretary DP&AR the conclusion is inescapable that the increase in the Senior Duty Posts in various State cadres of the IAS and consequently in the authorised strength of cadres have been to say the least, irrational and for this not only the State Government but also the Department of Personnel and Administrative Reforms is equally responsible. In fact, it appears to the Committee that there has been a deliberate attempt to indiscriminately expand the IAS cadre strength atleast in some States. Such increase in strength of Cadres especially of small States is bound to result in stagnation and thereby frustration among the officers after some years. The Committee take a very serious view of this matter and strongly recommend that a high-powered Committee may be appointed to review and rationalise

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the authorised strength of the various cadres of the IAS on the basis of population, area and budget of the States concerned. The Committee would also like this body to evolve a measure of uniformity as between the various cadres in classifying posts under the State Govt. as Senior Duty Posts to be manned by the officers belonging to the IAS. A similar review and adjustments in regard to IPS and IFS should also be made having regard to relevant factors. One of the relevant factors for the IFS could be the forest area in each State.

The Committee note that the internal deputation reserve element of the authorised cadre strength is at present calculated at the rate of 22.5 per cent of the number of direct recruitment posts in the cadre. From the information furnished by the DP&AR in respect of various IAS Cadres the Committee have observed that the DP&AR has been permitting *ad hoc* increases in the deputation reserve over and above the admissible percentage. The percentage of *ad hoc* increases over the admissible deputation reserve so authorised by the Central Government have been to the extent of 135 per cent in Haryana cadre, 122 per cent in Tamil Nadu cadre, 120 per cent in Karnataka cadre, 114 per cent in Gujarat cadre and so on. In the case of Haryana cadre, whereas the admissible deputation quota works out to 20 only, 27 additional deputation posts have been authorised by the DP&AR bringing the total to 47 such posts against the total Senior Duty Posts of 94 in the Haryana Cadre. The *ad hoc* increases of deputation posts of this magnitude the Committee regard as *prime facie* highly irregular. During evidence before the Committee the Secretary DP&AR maintained that the increase was made "as per request of the State." The Committee are not satisfied with this view of the Secretary. In fact such an attitude betrays a wilfull unconcern of the concerned Department of the Central Govt. The Committee would like the Deptt of Personnel &

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Administrative Reforms to consciously check this unbridled increase in the internal deputation reserve element of the authorised cadre strength and bring it to the level admissible in the shortest possible time.

4. 3.6 The Committee note that the time taken by State
to Civil Service Officers for getting included in the Select
3.7 List for promotion to IAS varies from the one extreme
of 28 and 25 years in U.P. and West Bengal Cadres to
the other extreme of 10 and 9 years in Andhra Pradesh
and Kerala Cadres respectively. The Committee re-
commend that the DP&AR should assist the State in
systematising the recruitment to Civil Services on a
scientific basis so that uniform opportunities are avai-
lable to the State Civil Service Cadres of all the States
for promotion to IAS.

The Committee would also await an analysis of the promotional opportunities available to State Service Officers to IPS and IFS and the action taken to ensure availability of uniform opportunities in all the States in respect of these All India Services also.

5. 3.12 The Committee are alarmed at the gap between the authorised cadre strength of the Indian Forest Service and the number of officers in position which is currently as high as 523 in the total authorised cadre strength of all the cadres of 1996. The Committee feel that unless the annual intake in respect of this Service is substantially increased, it will not be possible to cover this gap for a long time to come. This would naturally affect adversely the Forest Administration in the country. The Committee do not fully agree, with the Government's view that a larger intake would be at the cost of the quality of recruits. They recommend that the rate of recruitment to the Service should be increased to such level as will enable the existing cadre gap to be covered substantially, if not fully, within the next 5 years.
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6. 3.16 The Committee find that whereas in the case of Civil Services Examination, which is the source of recruitment to IAS and IPS, the weightage of marks for personality test is 12.2% of the total marks, in the case of IFS the weightage of marks for interview test remains as 22.2% of the total marks. The Committee feel that there is need to maintain uniformity in the weightage for interview test, more so in the case of Indian Forest Service examination as the Service to which it caters has technical orientation. They therefore recommend that steps should be initiated at the earliest to review the pattern of examination for Indian Forest Service with a view *inter alia* to bring down the percentage of marks for interview test to the level of those earmarked for personality test in the Civil Service Examination.

7. 3.18 The new pattern of Civil Service Examination was introduced in 1979. As by now 5 examinations have been held under the revised pattern, it is time to review and evaluate the new system of Civil Service Examination to find out whether it is really an improvement over the previous system and in the light of the study to make such changes in the system of examination as may be necessary and desirable.

8. 3.24 The Committee emphasise the need for creation of conditions in which the larger masses of the people, particularly those living in the rural areas who did not have the benefit of education through the medium of English, have an equal opportunity to compete with the candidates belonging to Urban elite. In this connection the Committee welcome the various measures introduced in this behalf in the examination system and hope that these measures would be actually implemented in spirit in which they have been conceived. The Committee would suggest that the scheme for coaching of SC/ST candidates to take the civil services examination could be extended to other Backward Classes also so

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that larger number of candidates belonging to weaker sections of our society could come out successful in the examinations.

9. 3.29 The Committee would like to point out that the Kothari Committee in Para 3.60 of their report pointed out:—"We think it wrong that the very first thing a young person should do in entering public services is to ignore his obligation to the service concerned, and instead spend his time and energy in preparation for re-appearing at the UPSC examination to improve his prospects. This sets a bad example and should be discouraged." The Committee urge upon the Govt. to review their decision regarding allowing the probationers to reappear in the Civil Services examinations to improve their prospects. If it is still considered necessary to allow this, the Committee suggest that it may be limited to only one chance after a person enters a Civil Service.
- 10 4.10 The Committee see merit in a gradual increase in the percentage of outsiders in the State cadres. This would enable the cadre officers serving within the State to be largely above local pressures. Moreover this would also lead to national integration, which is need of the hour.
11. 4.16 The Committee find that during the 5 years from 1979 to 1983, 50 IAS Officers and 17 IPS Officers have been permitted a change of their cadre. Between 1981 and 1983, only 2 Officers of the Indian Forest Service were permitted a change of cadre. The grounds on which the permission was granted were marriage, compassionate grounds, health and in public interest. The Committee trust that requests of transfer from one cadre to another are considered strictly on merit and no extraneous influences are allowed to determine the decision of the Government in the matter.
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12. 5.6 The Committee feel that the pay scales applicable to the All India Services are not attractive enough to draw talented persons to the Services. Since 1960, there has been little change in the Junior, Senior and Selection grades and absolutely no change in the Supertime Scales. It is admitted that serious anomalies have developed as a result of many State Governments having revised upward the scales of pay of the State Civil Service Officers which has resulted in the State Civil Service Officers' pay being more than that of All India Service Officers of the corresponding level. The Committee feel concerned at this state of affairs and recommend that these facts should be duly placed before the Fourth Pay Commission and trust that the Commission would keep these in view while recommending the new pay structure for the All India Services.

13. 5.13 The Committee note that a short study conducted by the Department of Personnel and Administrative Reforms in 1980 on the comparative management of the All India and Central Group 'A' Services found variability in promotion prospects for various cadres in all the there All India Services. According to a statement furnished to the Committee by the Department of Personnel and Administrative Reforms the variability as between different cadres for promotion to posts was follows :

Selection Grade (Rs. 2000-2250)	varies between 13 years in Andhra Pradesh and Himachal Pradesh to 16 years in Assam, Meghalya and Orissa and 18 years in Sikkim.
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Super-time Scale (Rs. 2500-2750)	varies between 16 years in Bihar, Himachal Pradesh, Nagaland and Uttar Pradesh and 19 years in Haryana and Punjab and 22 years in Maharashtra.
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Rs. 3000 (fixed)	varies between 2 years in Himachal Pradesh and 31 years in Manipur.
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Rs. 3500 (fixed)	varies between 28 years in Punjab and 35 years in Gujarat.
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The Department of Personnel and Administrative Reforms have stated that the Central Government gives due consideration to this problem while examining the proposal of the State Governments for upgradation and or encadrement of posts at higher levels and efforts are made to correct the imbalances as between various cadres. The Committee find that despite the observance of this method to get over this problem the imbalances in promotion prospects in different cadres of the IAS persist. The Committee believe that such imbalances would also be there in the case of the IPS and IFS. They would like the Department of Personnel and Administrative Reforms to study the problem in depth and find effective ways and means to correct the imbalances in promotion prospects as between different cadres of the All India Services.

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6.4 The Kothari Committee had *inter-alia* recommended a Civil Service Post Training Test on the Completion foundational Course at the National Academy of Administration to assess personal qualities and attributes relevant to the Civil Services on the basis of which final ranking and allotment of probationers to different Civil Services was to be determined. While introducing the new pattern of Civil Services Examination in 1979, this stage of the Civil Services Examination was "deferred". The Committee feel that it is necessary to reorient the foundational training and implement the recommendation of the Kothari Committee in this regard. They trust that this will be done early.

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15. 6.11 The Committee note that the National Academy to of Administration have merged the two annual conferences of the Heads of Central Training Institutions into a National Conference, which on being convened in 1982, reviewed the Foundational Course and introduced a few changes therein. The Committee however regret to note that although recommended by Kothari Committee as far back as 1976, the Academy is yet to constitute a Committee of Experts to outline the detailed syllabus for the Foundational Course. The Committee recommend that the Syllabus Committee should be constituted without any further delay so that the syllabus thus updated and improved could be introduced from the year 1986 at the latest.

The Committee further recommend that the proposed Syllabus Committee should be asked among other things to examine specifically what improvements could be made in the Syllabus of the Foundation Course so as to adequately orient the probationers in solution of the problems peculiar to Rural Backward, and Slum areas.

- 16 6.17 The Committee attach great importance to the need for imparting periodic refresher training to IFS Officers on account of fast technological developments in the field of Forestry but regret to note that although three training courses of IFS Officers with 8 years service, 15 years service and for those promoted to IFS from State Forest Service have been proposed by the Government, these could not be carried out so far due to lack of response from State Governments who have not been sparing the officers to undergo the training. The Committee understand that this lack of response from the States is due to the continuing wide gap between cadre strength and actual number of officers in position. With the increase in the quantum of recruitment to the Service in recent years and further increase contemplated the Centre

should now be able to persuade the States to spare a fixed number of IFS Officers every year for imparting training in all the three above mentioned categories of courses.

- 17 7.13 The Committee note that in June 1976 guidelines for career development of direct recruits to the IAS were sent to all the State Governments. According to these guidelines, after the first year of the probationary training, the IAS direct recruit should spend about 2 to 3 years in a sub-divisional charge. After completion of the sub-divisional charge the officer could be posted as ADM in some important district or brought over to the Secretariat in Departments dealing with social services development works. During 6 to 10 years of service, the Officer, depending upon the ability and aptitude, could be posted as District Collector, or if the officer had already completed about 4 years of combined field experience in the post of SDO/ADM he could be posted to the Secretariat. It was, however, admitted before the Committee by the representative of the Department of Personnel and Administrative Reforms that a sizeable percentage of officers with 4 or 5 years of service "had not been allowed to work as sub-divisional officer for full two years". The position regarding district experience at a later stage of the career of IAS officer would be similar. The Committee are informed that the State Governments have taken the plea that a tenure in offices which are rural development oriented and which involve frequent tours to the rural areas is as useful an experience as that of sub-divisional officer. The Committee however, feel that posting as a sub-divisional officer secures for the young IAS officer a multi-functional experience which posting to development oriented offices in rural areas could not supplant. The Committee therefore, urge that the Central Government should persuade the State Government to observe the 1976 guideline regarding career development of IAS officers.
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18. 7.17 The Committee regret that although the Indian Forest Service was constituted as far back as in 1966, no arrangements for career development of Indian Forest Service officers on the pattern of existing arrangements in respect of Indian Administrative Service officers have been made. The Committee would urge that a programme for career development of Indian Forest Service Officers should be drawn up in consultation with the State Govts. and guidelines in this behalf issued to the State Govts. as has been done in the case of Indian Administrative Service Officers.
19. 8.5 The Secretary DP&AR admitted before the Committee that as many as 708 directly recruited IAS Officers with a service of 9 years or more have never come on deputation to the Centre. He also expressed a feeling that "some more officers should come." The Committee feel that the opportunities for deputation to the Centre should be available to officers belonging to each IAS/IPS cadre on an equitable basis. The number of officers belonging to a particular cadre on Central deputation should be as close as possible to the Central deputation quota of the State Cadre Strength.
20. 8.10 The Committee are averse to any State Government placing on deputation All India Service Officers belonging to the State Cadre in excess of the element of Internal Deputation Reserve included in the authorised strength of State Cadre. They are file at almost all the officers belonging to the Indian Forest Service Cadre of Haryana being placed on deputation with Haryana Forest Development Board which will enable them to get the benefit of leave and pension contribution and dearness allowance from the Board while they would be doing the same work as they were doing earlier under the State Government. The Committee would not like to make any positive recommendations in this regard as the matter is *subjudice* in the High
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Court of Punjab and Haryana. They would, however, like the Department to continue persuading the State Government to retrace their steps and if need be take a positive stand before the High Court on the writ petition in which they have been made as one of the Respondents.

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BIHAR		TAMIL NADU	
1.	M/s. Crown Book Depot, Upper Bazar, Ranchi (Bihar).	10.	The Manager, M. M. Subscription Agencies, No. 2, 1st Lay Out, Sivananda Colony, Coimbatore-641012.
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2.	The New Order Book Company, Ellis Bridge, Ahemadabad-6.	11.	Law Publishers, Sardar Patel Marg, P. B. No. 77, Allahabad, U.P.
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3.	Modern Book House, Shiv Vilas Palace, Indore City.	12.	Mrs. Manimala, Buys and Sells, 123, Bow Bazar Street, Calcutta-12.
MAHARASHTRA		DELHI	
4.	M/s. Sunderdas Gian Chand 601, Girgaum Road, Near Princess Street, Bombay-2.	13.	Jain Book Agency, Connaught Place, New Delhi.
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7.	M/s. Usha Book Depot, Law Book Seller and Publishers, Agents Govt. Publications, 585, Chira Bazar, Khan House, Bombay-2.	16.	Bookwell, 4, Sant Nirankari Colony Kingsway Camp, Delhi-9.
8.	M&J Services, Publishers, Representa- tive Accounts & Law Book Seller, Mohan Kunj, Ground Floor, 68, Jyotiba Fuele Road, Nalgaum-Dadar, Bombay-14.	17.	The Central News Agency, 23/90, Connaught Place New Delhi.
9.	Subscribers Subscription Services India, 21, Raghunath Dadaji St., 2nd Floor, Bombay-1.	18.	M/s. Rajendra Book Agency. IV-D/59, IV-D/50, Lajpat Nagar, Old Double Storey, Delhi-110024.
		19.	M/s. Ashoka Book Agency, BH-82, Poorvi Shalimar Bagh, Delhi-110033.
		20.	Venus Enterprises, B-2/85, Phase-II, Ashok Vihar, Delhi.