

Headquarters Organisations in Government of India and Office Staff in Field Offices

Chapter 7.1

Headquarters Services

Introduction

7.1.1 The headquarters organisation comprises the Secretariats of the ministries and departments of the Government of India. Most of the middle level posts are held by the officers of Central Secretariat Service as also a few administrative posts at the senior level. In the Ministry of Railways, similar positions are held by the Railway Board Secretariat Service, in the Ministry of Defence they are held by the Armed Forces Headquarter Service and in the Ministry of External Affairs the same are held by the Indian Foreign Service (B) officers.

7.1.2 The organisational hierarchy of all the headquarter services by and large includes the following levels with corresponding GP:

Level	Grade Pay
Selection Grade	10000
Director	8700
Dy. Secretary	7600
Under Secretary	6600
Section Officer	4800 [after four years GP 5400 (PB-3)]
Assistant	4600

7.1.3 The headquarter services provide a permanent bureaucratic set up which assists in establishment and administration, policy formulation and monitoring and review of the implementation of policies/schemes of various ministries and departments.

Demands

7.1.4 The pay related demands of various headquarter services are as follows:-

- a) At least five financial upgradations/promotions in the promotional hierarchy, at regular intervals have been demanded: time bound promotions at 5, 9, 13 years of service to CSS officers after they reach Group 'A,' on the same pattern as that given to Officers of the Group 'A' services and in case promotional posts are not available, non-functioning pay upgradation to the next promotional grade. These demands have been made on the

grounds that it will attract a talented pool in the CSS at the entry level as well as create motivation for the serving officers.

Analysis and Recommendations

The Commission notes that the MACP scheme by its very nomenclature is intended to provide assured career progression so that government employees do not stagnate. The Commission is recommending continuance of the existing MACP Scheme. As regards the grant of time bound promotions at 5, 9, 13, 17 years to CSS officers on the analogy of Group `A` Services, this cannot be accepted as the entry level induction of CSS is in Group `B` and therefore it cannot be compared with Group `A` Services.

- b) Demand has been made for entry Grade Pay of ₹5400 (PB-3) for Section Officers on the ground that there must be one pay for one post in a cadre and that the minimum residency period of eight years in the grade is very long. Similar demands have been received from the Stenographers cadres too.

Analysis and Recommendations

The post of Section officer (SO) is a promotion post for Assistant (GP 4600). Initially, on promotion, the SO is at GP 4800 and after four years is entitled to a non-functional upgrade to GP 5400 (PB-3), effectively two levels higher. Hence the stipulated residency period of eight years at the level of SO is distributed in two parts, four years in GP 4800 and the balance four in GP 5400 (PB-3). The current position is that the average time spent at the higher level is around 5-6 years.

The Commission observes that the current progression from GP 4600 to GP 4800 on promotion as Section Officer is an appropriate upgrade and does not find any justification for placing the entry level to SO at a higher level. In so far as the non-functional upgrade is concerned, in the newly restructured pay matrix the earlier situation of a common grade pay i.e., 5400 prevailing in PB2 and PB3 has now been rationalised. Accordingly, the non-functional upgrade will henceforth be from level 8 to level 9. In the case of all such cadres/services where non functional upgradation is presently available across two levels, for example, from GP 4800 to GP 5400 (PB-3) the same will now be available across only one level for example, from GP 4800 to GP 5400 (PB-2) or in the new matrix from level 8 to level 9.

- c) Various headquarter/stenographer services have demanded placement of GP 7600 in PB-4 for the post of Deputy Secretary or alternatively, grant of GP 8000 in PB-4 as in the case of Lt Colonel in the Indian Army. This demand is based on the ground that in the existing dispensation, there is a considerable gap in pay in between PB-3 and PB-4. Since the Deputy Secretary resides in PB-3 and the Director in PB-4, and the hierarchy does not require Deputy Secretary to report to the Director, this demand has been made.

Analysis and Recommendations

In the newly proposed rationalised pay matrix recommended by this Commission the skewed spacing between pay bands has been moderated and pay levels have been equitably placed. Therefore, there is no need for any other measure in this regard.

- d) Demand has been received from various headquarter services for allowing the post of Director be made NFSG as against promotional post. The CSS has argued that the cadre review Committee in the CSS recommended that the residency period for promotion to Director Grade be set at ten years combined approved service as Under Secretary and Deputy Secretary with minimum three years' regular service as Deputy Secretary. The existing residency period for promotion from Under Secretary to Deputy Secretary is five years and from Deputy Secretary to Director is also five years.

Analysis and Recommendations

The Commission notes that the post of Director in the headquarter services is a promotional one with a higher grade pay. The headquarter services are not comparable with All India Group 'A' service and hence the demand for NFSG for the post of Director is not supported. The Commission recommends no change in the present dispensation.

- e) It has been demanded that persons appointed to a particular post either on direct recruitment or on promotion should have their pay fixed at the same level. This has been sought on the ground that no junior should draw more pay than his senior in a cadre. As against this, presently newly recruited Assistants of CSS are getting higher pay than Assistants promoted after implementation of the VI CPC.

Analysis and Recommendations

In so far as one fixation of pay for one post is concerned, it may be mentioned that the VI CPC recommended exclusive pay bands for direct entry into posts with different grade pays attached to them and hence there was a difference of total pay in respect of a direct recruit in comparison to a person promoted to that grade.

In the new pay matrix proposed by this Commission, it has been recommended that the first cell in each level in the matrix would be the entry pay for fresh/ direct recruits. The pay of a person who moves from a lower grade to higher grade is to be fixed with respect to the pay being drawn by him/her at the time of promotion. The details of fixation of pay on promotion has been dealt with in detail in the Chapter 5.1. The proposed system is expected to eliminate the existing anomaly.

- f) The AFHQ (LDCE) officers have demanded re-introduction of the scheme of Limited Departmental Competitive Examination in the Section Officer grade. It has been stated that as per the AFHQ Civil Service Rule 2001, the posts of Section Officers used to be filled 20 percent by direct recruitment, 40 percent by seniority and 40 percent through LDCE. The LDCE was introduced in AFHQ Civil Service Rule 2001 on the

recommendation of the V CPC, following a similar LDCE pattern in CSS since 1962. Subsequently, a committee of senior officers on cadre review/restructuring recommended abolition of LDCE at the level of Section Officer and stoppage of direct recruitment in the Assistant Grade. This was in view of the fact that the existing 40 percent quota of LDCE which was meant to provide accelerated promotion to direct recruits Assistants was to be abolished and hence there would be no direct recruitment at Assistant level. The above recommendations of the Committee were implemented. Recruitment of Section Officer thereafter has been 50 percent by direct recruitment and 50 percent by promotion, with complete scrapping of the element of LDCE. However, 50 percent direct recruitment quota in the Assistant Grade was retained. It has been demanded that the element of direct recruitment in the Section Officer grade be removed and consequently 50 percent vacancies in the grade be filled up by promotion on seniority and remaining 50 percent through LDCE among the Assistants/Personal Assistants serving in AFHQ.

Analysis and Recommendations

Given the overall parity of posts between the CSS and AFHQs at the level of Assistant and SO, the demand for restoration of the LDCE scheme on the same pattern as available in the CSS seems justified. However, the Commission feels that the issue raised is essentially administrative in nature and hence no specific recommendations can be made in this regard.

- g) Demand has been raised regarding extension of Non Functional Upgradation (NFU) to AFHQs officers. It has been stated that although DoPT has clarified that the benefit of NFU will be available to Group 'B' officers inducted into Organised Group 'A' Service, the same has not been extended to AFHQs officers.

Analysis and Recommendations

The Commission feels since the orders on NFU have already been spelt out, no further recommendations on the issue are required.

- h) AFHQs has demanded that their officers should be allowed to serve in Ministry of Defence either by earmarking certain percentage of posts up to the grade of Deputy Secretary/Director or by cross posting of CSS officers to posts belonging to Integrated Headquarters of MoD which are currently occupied by AFHQs officers.

Analysis and Recommendations

The issue has been discussed for several years at various fora and as part of the V CPC recommendations. The V CPC did not recommend participation of AFHQs officers in the Central Staffing Scheme however earmarked few posts at the level of Under Secretary and Section Officer in Ministry of Defence for members of this service. Even after several iterations, the recommendations could not be implemented.

Owing to the fact that various headquarter services are performing similar functions in various secretariats, the Commission is of the view that such a vast

resource pool of officers should be allowed to move laterally and occupy posts in other secretariats on deputation basis. This will not only enrich the service officers but also bring about harmonisation among services. Later if found feasible these services may also be merged.

- i) There has been demand from all headquarter services to extend all recommendations made in respect of CSS to them as well.

Analysis and Recommendations

The Commission recommends parity between comparable posts in the CSS and other headquarter services in the matter of pay structure. The replacement pay available at all levels to CSS officers will be applicable *mutatis mutandis* to their counterparts in the AFHQs, RBSS, IFS (B) as well those organisations who maintain pay parity with CSS.

- j) **Issue of parity of field functionaries with the Assistants of the CSS:** It has been demanded that CSS be allowed to retain an 'edge' over other services or posts which have claimed parity with CSS. It has been argued by the CSS that parity among various posts and services is to be considered on long established principles of classification of posts, duties and responsibilities, their hierarchical structure, historical parity, mode of recruitment as well as minimum qualification for recruitment at entry level as well as level. Historically, various services in the Secretariat have had an edge over analogous posts in the field offices. The CSS has, in its memorandum, demanded that this edge over other services be retained. This has been justified on various grounds, key amongst which is that office staff in the Secretariat perform complex duties and are involved in analysing issues with policy implications whereas their counter parts in field offices perform routine work relating to matters concerning personnel and general administration, and so on. Apart from retention of the edge, the CSS memorandum also seeks a change in the mode of recruitment. It has been argued that up until 1987, directly recruited Assistants of the CSS were selected through an examination conducted by the UPSC and other categories of employees falling under Group 'C' were recruited through the Staff Selection Commission [SSC]. In 1987, recruitment of Assistants to the CSS was also brought under the SSC and is now carried out through a common examination called the Combined Graduate Level Exam (CGLE) and an All India Merit List.

Analysis and Recommendations

The VI CPC had gone into this issue in considerable detail. It had noted that while at an earlier point in time it may well have been the case that those in the Secretariat ended up performing more complex duties relating to policy formulation, but over a period of time things had changed. It had noted that there was an increasing emphasis on strengthening the delivery lines and with growing decentralization, the importance of delivery points in the field cannot be understated. Therefore, in its view, **the time had come to grant parity between similarly placed personnel employed in field offices and in the Secretariat and that this parity would need to be absolute till the grade of Assistant.** The VI CPC had noted that beyond this, it would not be possible or even

justified to grant complete parity because the hierarchy and career progression would need to be different. Although the recommendation of the VI CPC was accepted in the first instance, a year down the line the Grade Pay of Assistants was increased from ₹4200 to ₹4600, thereby squarely going back to the original position in which the Assistants in the Headquarters resided at one level higher than those in the field. In fact this latest modification follows a consistent pattern seen over the decades. This is elucidated in the table below:

Post: Assistant	Pay Scale as Initially Recommended		Pay Scale as Revised by Government	
	Date	Scale	Dates (when issued and when effective)	Scale
IV CPC	1.1.1986	1400-2660	31.7.90, but effective from 1.1.86	1640-2900
V CPC	1.1.1996	5500-9000	25.9.2006, effective from 15.9.2006	6500-10500
VI CPC	1.1.2006	GP 4200	August 2008, but effective from 1.1.2006	GP 4600

It may be seen from the above table that the recommendations of successive Pay Commissions with regard to pay of Assistants, even if initially implemented, has invariably been modified at a later point and they have been placed at one higher level. As a corollary to this, the level of Section Officers also is at one level higher than that of SOs in the field.

While notifying the most recent upgrade in August 2008, the order states that the Assistants in Headquarters are required to be at a higher level since “*there is an element of direct recruitment in their case and that too, through an all-India Competitive Examination.*”

The Commission notes that certain inherent contradictions prevail. The first relates to the Common Grade Level Examination (CGLE) through which selections are carried out by the SSC for a range of positions, at varying levels of grade pay. No doubt the examination process is a graded one, with applicants for certain positions having to undergo two written examinations as well as an interview and for certain other positions only two written examinations. But in the case of Assistants for CSS and Assistants for certain other organisations, the examination process is common although the grade pay for the two sets are different. This then brings about a situation where those with lower grade pay continuously demand parity with the others while those with higher grade pay seek to set themselves apart. The categorical observations of the VI CPC that the time had come to grant parity between similarly placed personnel employed in the field offices and in the Secretariat are echoed by this Commission, which sees merit in placing all Assistants recruited through the CGLE, whether working in the field offices or in headquarters, at the same level.

The Commission accordingly strongly recommends parity in pay between the field staff and headquarter staff up to the rank of Assistants on two grounds- firstly the field staff are recruited through the same examination and they follow the same rigour as the Assistants of CSS and secondly there is no difference in the nature of functions discharged by both. Therefore to bring in parity as envisaged by the VI CPC, this Commission recommends bringing the level of Assistants of CSS at par with those in the field offices who are presently drawing GP 4200. Accordingly, in the new pay matrix the Assistants of both Headquarters as well as field will come to lie in Level 6 in the pay matrix corresponding to pre revised GP 4200 and pay fixed accordingly. Similarly the corresponding posts in the Stenographers cadre will also follow similar pay parity between field and headquarter staff. The pay of those Assistants/Stenographer who have in the past, been given higher Grade pay would be protected.

Recently, through a government order similar 'edge in pay' has also been extended to the Upper Division Clerks belonging to CSS in the Secretariat by way of grant of non-functional selection grade to GP 4200 (available to 30 percent of UDCs). It is expected to lead to further resentment at the level of UDCs in the field as well as with other non-secretariat posts with which they had parity before. Since as per the recommendation of this Commission, Assistants have now come to lie in Level 6 of the pay matrix which corresponds to pre revised GP 4200, this Commission recommends withdrawal of non-functional selection grade to GP 4200 in respect of Upper Division Clerks belonging to CSS.

Stenographers Services

The Central Secretariat Stenographer Service (CSSS)/ Armed Forces Headquarters Stenographers Service (AFHQSS)

7.1.5 The CSSS/AFHQSS consists of the following grades:

Level	Grade Pay
Principal Staff Officer	8700
Sr. PPS	7600
PPS	6600
PS	4800
Stenographer Grade-C	4600
Stenographer Grade-D	2400

7.1.6 The demands of CSSS and AFHQ Stenographers Service are:

- a) Merger of headquarters services with their counterparts in the Stenographer cadre with full parity and uniform designation and introduction of Executive Assistant Scheme. In the justification for merger, the recommendation of the VI CPC vide paras 3.1.10 to

3.1.12 have been referred to, where the Commission observed inter-alia, that there is no justification for maintaining a distinct Stenographer cadre in any government office. Instead, emphasis should be on recruiting multi skilled personnel at Assistant level to be designated as Executive Assistants who will discharge the functions of present day Assistant besides performing all the Stenographic functions. The VI CPC had justified the need for a unified cadre and common recruitment on the basis of assumption that secretariat functioning would become more IT oriented in future reducing reliance on personal staff. The CSSS and AFHQSS officers' Associations have raised demands relating to merger of present incumbents of CSS/AFHQCS and CSSS/AFHQSS with full parity and uniform designation.

The DoPT has referred to propose EA scheme to this Commission.

Analysis and Recommendations

The issue has been deliberated in DoPT several times. Reports of the discussions indicate that although the CSS Associations are strongly opposed to such merger between CSS and CSSS, they are not averse to introduction of the Executive Assistant Scheme. The DoPT itself appears to have not found it feasible in view of the nature of work, duties and responsibilities of the members of CSS and CSSS being different.

In view of the fact that several detailed deliberations have already taken place in DoPT as well as in the meeting of the COS on 1 March, 2013 wherein various aspects of the scheme have been examined threadbare in presence of all the stakeholders, the issue of merger of CSS and CSSS cadre remains an administrative reform issue to be dealt with by the administrative Ministry. The Commission is making no recommendation in this regard.

- b) A demand has been received regarding provision of promotional channel to the grade of Joint Secretary in CSSS stating that such creation is essential to bring full parity (in grade) between CSS and CSSS. It has also been argued that this would ensure career progression for PSOs, who have no promotional avenues even after completing five or more years of approved service in the grade.

Analysis and Recommendations

As regards demand for in-situ promotion of PSO to the rank of Joint Secretary and demand for creation of the post of JS for removal of stagnation and career progression of CSSS Cadre beyond the level of PSO is concerned, it is stated that these issues are purely administrative in nature and can be dealt with through the process of cadre review. Hence, the Commission is making no recommendation in this regard.

- c) A demand for creation of additional posts in the grade of Sr. PPS (GP 7600) and PPS (GP 6600) has been received on the ground that these additional creations will facilitate smooth merger of present incumbents of CSSS and CSS.

Analysis and Recommendations

The demand for creation of additional posts in the grade of Sr. PPS and PPS is linked to the demand of cadre merger, hence it is for the cadre controlling authority i.e., the DoPT to decide the issue in its entirety.

- d) The AFHQSS has demanded grant of two increments at par with CSS/CSSS at the time of promotion from GP 6600 to GP 7600 for parity.

Analysis and Recommendations

The Commission finds no merit in continuation of two increments for CSS/CSSS and hence recommends abolition of the same.

All India Services

Chapter 7.2

Introduction

7.2.1 The Indian Administrative Service (IAS), the Indian Police Service (IPS) and the Indian Forest Service (IFoS) constitute the All India Services (AIS). The IAS and IPS were initially constituted under provisions of Section 263 of the Government of India Act, 1935 and then were deemed to be Services created by the Parliament of India in terms of Article 312 of the Constitution. The Indian Forest Service, was constituted under the All India Services Act 1951 by the Government of India. The All India Services Act, 1951 empowers the government to make rules for the regulation of recruitment, and the conditions of service of persons appointed to the All India Services common to the Union and the States.

7.2.2 A feature common to the All India Services is that the members of these services are recruited by the Centre, but their services are placed under various State cadres, and they have to serve both under the State as well as at the Centre.

7.2.3 Presently, recruitment to the IAS and IPS is carried out through the Civil Services Examination conducted annually by the Union Public Service Commission. Recruitment to the IFoS is through the Indian Forest Service Examination, also conducted by the UPSC annually. From the examination year 2013 onwards, a screening mechanism has been introduced for IFoS through Civil Services (Preliminary) Examination. Therefore, candidates applying for Indian Forest Service Examination are required to appear in the Civil Services (Preliminary) Examination and qualify the same for going to the second stage of Indian Forest Service (Main) Examination, which consists of a written examination and interview, a pattern akin to the Civil Services Examination.

7.2.4 AIS officers are recruited and trained by the Central Government, and then allotted to different State cadres. There are now 25 State cadres including three joint cadres, namely, (i) Assam and Meghalaya, (ii) Manipur and Tripura, and (iii) Arunachal Pradesh, Goa, Mizoram and the Union Territories (AGMUT).

Indian Administrative Service (IAS)

7.2.5 As per information available on DoPT website, the sanctioned strength of IAS as on 01.01.2013 was 6217 comprising 4313 posts to be filled by direct recruits and 1904 posts to be filled by promotion/appointment of State Civil Services officers/ Non-State Civil Service officers.

Demands of the Indian Civil and Administrative Service (Central) Association

7.2.6 In their memorandum to the Commission, the Indian Civil and Administrative Service (Central) Association has raised six demands as follows:

- a. Demand for retention of distinct 'edge in pay' in the IAS

- b. Demands related to 'two year edge'
- c. Demand for benchmarking pay of IAS with the Private sector salaries
- d. Demand for separate exam/papers for recruitment of the IAS
- e. Demand for abolition of Grade Pay of 8900 and HAG+ available to IPS and IFoS as it is nullifying the initial edge given to the IAS
- f. Demand for Special Governance and enablement allowance, camp office allowance, research and professional development allowance and hard duty allowance.

Demand for Retention of Distinct 'Edge in Pay' in the IAS

7.2.7 The Association in its memorandum has sought to emphasise that an IAS officer's position is unique and that the Service needs to be differentiated from the rest of the bureaucracy in more ways than one. The association feels that narrowing the gap between the IAS and other AIS and Central Group 'A' Services will be detrimental for the country's economic growth and development.

Background

7.2.8 As per the extant rules the Indian Administrative Service and the Indian Foreign Service (which is a Central Group 'A' Service) are accorded a pay advantage, or an 'edge' at three grades, viz., the Senior Time Scale, Junior Administrative Grade and Selection Grade in the form of two additional increments @ 3 percent each, over and above the promotional increment. Both the Services have traditionally enjoyed this edge vis-à-vis other AIS and Central Services, which has continued right from the time of the I CPC with varying amounts. Prior to the implementation of the Kothari Commission recommendations, the scheme of examination was so designed that an IAS or Indian Foreign Service (IFS) aspirant had to appear for two additional papers with at least one paper from outside the field of his special study at the University unless the candidate held Master's or Honours degrees in two subjects. Thus an IAS/IFS candidate had to appear in five papers as opposed to three papers in the case of Central Service aspirants or two by the Indian Police Service aspirants. However, the examination pattern, post 1979, became uniform for all Services.

7.2.9 Other All India Services and various Central Services have all along been demanding parity with the IAS (and the IFS) and for removal of this conventional edge in pay and promotions. This demand is being put forth since the time of II CPC but the edge has continued.

7.2.10 The argument for continuance of edge has been that the role of IAS is still very important in the overall scheme of governance and that they have a multi-functional and integrating role in the administrative framework. The previous CPCs have retained this edge on the same premise.

7.2.11 The II CPC concluded that the higher pay scales for the IAS and the Indian Foreign Service were justified as long as the criteria for selection to these services were higher and these services were getting as a rule, recruits of higher standard. The III CPC stated that it would not be a feasible proposition to have identical scales of pay for the IAS and the Central Class I Services. It felt that it would not be correct to accept or reject the demand for parity with the IAS based upon the equivalence or otherwise of the standard of the initial examination

without reference to the duties and responsibilities entrusted to the members of the different services, the demands upon them during their careers, and other relevant factors. It stated *“that over the years, and depending on the prevailing situation, there might be a case for gradual narrowing of the differences even further.”* The Commission also went on to say that *“In reaching this conclusion we have given due weight to our assessment of the relative duties and responsibilities and the consequent need to attract the better quality of candidates into the IAS because of our present stage of development. There is a case for the generalist services taking on the roles of innovator and improviser in spheres where the specialist services have yet to be constituted. With maturity it may well be that this role will diminish in importance.”* After considering various aspects, the III CPC retained the edge for IAS.

7.2.12 The IV CPC suggested improvements for those services which sought parity with the IAS in their pay scales and career progression and mentioned that such steps will reduce disparity and bring the services closer together with comparable prospects. However, the IV CPC retained the edge for the IAS. The V CPC also dealt with the issue of parity and stated that *“the officers of the AIS and Central Services are similar in all respects except two major features. The officers of Central Services are also generalist administrators but they are confined to a single department, while AIS officers can be posted to a number of departments. Secondly, the AIS officers have experience of functioning at the block, sub division, district, division, state and Centre, while Central services officers move up only in the line hierarchy of their own department. The reasonable argument that has some weight is that there should be better career progression for the IPS and Central services too.”* After considering the matter in totality the V CPC proposed continuation of the edge for IAS in pay and empanelment under the Central staffing scheme.

7.2.13 The VI CPC held the following view on the issue: *“The role of IAS is still very important in the overall scheme of governance. They have an important coordinating, multi-functional and integrating role in the administrative framework with wide experience of working across various levels in diverse areas in government. They hold important field level posts at the district level and at the cutting edge at the start of their careers with critical decision making and crisis management responsibilities. The leadership function, the strategic, coordinating and integrative role at this level requires the best talent available. The existing position would, therefore, need to be maintained. It will ensure that IAS officers near the beginning of their career are given slightly higher remuneration vis-à-vis other services and act as an incentive for the brightest candidates to enter this service. This is essential as the initial postings of IAS officers are generally to small places, they face frequent transfers and the pulls and pressures they have to stand upto early in their career are much more intense. The slight edge in the initial stages of their career would, to an extent, neutralize these problems.”*

7.2.14 Under the previous CPC pay regimes the edge for the IAS in STS, JAG and NFSG pay scale was given through slightly higher pay scales roughly equivalent to two additional increments. Dearness Allowance and Dearness Pay was additionally payable on this edge, but it was not counted for annual increment. The VI CPC introduced running pay bands and recommended that increments would be payable as percentage of pay in the pay band and grade pay thereon. Therefore, the edge would also count for increments. In view of this, the VI CPC

felt the need to calibrate the edge appropriately. It, therefore, recommended slightly higher grade pay for the IAS at the levels of senior time scale, junior administrative grade and on NFSG. These grade pays exceeded the grade pay for other services by ₹400 at STS, ₹900 at JAG and ₹700 at the NFSG levels.

7.2.15 At the stage of implementation of the VI CPC recommendations, the government decided that the edge accorded to the IAS and IFS would continue in the form of two additional increments @ 3 percent each over their basic pay at three promotional stages i.e., promotion to the Senior Time Scale (STS), to the Junior Administrative Grade (JAG) and at the Non Functional Selection Grade (NFSG).

7.2.16 The various Central Services have contended that this edge given to the IAS and the IFS is iniquitous and violates the principle of 'equal pay for equal work.' They have pointed out that the Civil Services Examination (CSE) conducted by the UPSC is an examination that is common for recruitment to around 18 Group 'A' Services and that the choice of Service exercised by the candidates is based upon very many factors. It is not necessary that only the top-most go to the IAS. It has also been pointed out that officers of **most** of the Services are, in their early years, posted to small places and are subjected to many transfers. Therefore, the grant of the edge is seen as unfair.

Analysis and Recommendations

7.2.17 The Commission deliberated on various aspects as to whether there is a case for retaining such an edge. If so, at which levels is it needed; and thirdly, who all should be the recipients. The Commission however was not able to arrive at a consensus view on the matter.

7.2.18 The Chairman is of the view that the fundamental principle for determining the remuneration for any position is that it should be based on the complexity and difficulty of the duties and responsibility of the job in question. The criticality of functions at the district administration level holds good equally for the IAS, IPS as well as the IFoS. Therefore, some additional remuneration, in the early stages of their career indeed is justified not only for the IAS but also for the IPS and IFoS.

7.2.19 Therefore, the edge presently accorded to the Indian Administrative Service at three grades mainly Senior Time Scale, Junior Administrative Grade and Selection Grade may continue in the form of two additional increments @ 3 percent each in the proposed pay matrix. The same is being recommended for Indian Police Service and Indian Forest Service as well. In so far as the Indian Foreign Service is concerned, the existing dispensation shall continue.

7.2.20 Shri.Vivek Rae, Member, Seventh CPC is of the view that the financial edge for IAS and IFS is fully justified as elaborated below:

- a) The edge in terms of higher pay scale or two additional increments has been available to the IAS vis-à-vis other All India Services (AIS) and Central Group 'A' Services since the time of the I CPC (1947). The edge for IAS vis-à-vis other services from III CPC onwards has been as under:

Grade	Service	III CPC	IV CPC	V CPC	VI CPC
JTS**	IAS	700-1300	2200-4000	8000-13500	
	IPS	700-1300	2200-4000	8000-13500	
	IFoS	700-1300	2200-4000	8000-13500	
	Group A	700-1300	2200-4000	8000-13500	
STS	IAS	1200-2000	3200-4750	10650-15850	*
	IPS	1200-1700	3000-4500	10000-15200	
	IFoS	1100-1600	3000-4500	10000-15200	
	Group A	1100-1600	3000-4500	10000-15200	
JAG	IAS	-	3950-5000	12750-16500	*
	IPS	-	3700-5000	12000-16500	
	IFoS	-	3700-5000	12000-16500	
	Group A	1500-2000	3700-5000	12000-16500	
NFSG	IAS	2000-2250	4800-5700	15100-18300	*
	IPS	1800-2000	4500-5700	14300-18300	
	IFoS	1650-1800	4100-5300	14300-18300	
	Group A	2000-2250	4500-5700	14300-18300	

* Two additional increments

** No edge at JTS level.

- b) The rationale for this financial edge for IAS in the early stages of their career has been examined repeatedly by successive CPCs over the last six decades, due to demand for parity by IPS, IFoS and Central Group 'A' Services. A brief historical background is necessary for proper appreciation of the position.
- c) The III CPC (1973) examined the field functions of IAS and observed that: *"It is generally recognised that for the IAS officer the post of Collector and District Magistrate is basic, and constitutes a vital stage in his career. The government has always attached importance to the holding of district charges by regular recruits so as to build up their executive ability quickly and to develop to the full all the potentialities they have. It is in this post that an IAS officer gets an unequalled opportunity of living and working among the people, participating in planning and implementation of developmental programmes, working with the Panchayati Raj institutions, coordinating the activities of government departments in the district and dealing directly with problems of law and order. In the foreseeable future, however, rapid the pace of industrialization might be, the rural and semi-urban countryside will still retain its overwhelming importance and the government will have to concern itself with the problems of this area.*
- d) We collected the latest information from the various State Governments regarding the duties and responsibilities of Collectors of districts. Our analysis shows that the job of the collector over the years has become more difficult and complex. The Collector

continues to be responsible for law and order and the traditional revenue and regulatory functions, while his work on the planning and development side has increased manifold. His work on the judicial side has diminished, however, with the separation of the judiciary from the executive. The various State Governments have emphasised, in particular, the important role that Collectors play in coordinating the activities of the different government departments at the district level. Collectors continue to perform various major administrative tasks in addition, like the conduct of elections and census, civil defence, distribution of essential and controlled commodities, and the organization of relief measures in times of drought and floods. Besides natural calamities, other upheavals have their impact on the work of the District Officer. There have been large influxes of displaced persons into the border districts since Independence, the last such having occurred in 1971. Problems resulting from war and its aftermath, displaced persons, land reforms, etc. all impinge upon the work of the District Officer. The States have also informed us that the size of a Collector's job has acquired new dimensions with the growth of democratic institutions and the Collectors have now to spend considerable time in consulting and guiding non-official bodies and in enlisting public cooperation and people's participation in schemes sponsored by the government. We feel that there has been no diminution in the level of the duties and responsibilities attaching to the post of Collector. If anything, these are now more onerous and complex than at the time of the II CPC. The experience gained by a District Officer gives him an intimate knowledge of men and affairs and enables him to handle complex situations. It also gives him an insight into human problems and relations and his approach to administrative matters bearing the impress of this knowledge is likely to be more acceptable generally. "

- e) The III CPC (1973) further observed that *"The State Governments and the Chief Ministers of States are of the unanimous view that the pay scales for the Indian Administrative Service should continue to be higher than the pay scales prescribed for the Class 1 Central Services generally. The grounds adduced by them were more onerous responsibilities entrusted to the IAS officers in State administration particularly for inducting persons of a higher calibre into the IAS. A Chief Minister, who was previously a member of the Council of Ministers at the Centre and had, therefore, seen the work of both categories of officers, was specifically asked to comment on the issue and he was of the view that the IAS officers have to shoulder higher responsibilities than the other Services and, therefore, should be given a higher grade."*
- f) With regard to the State Secretariat, the III CPC, while elaborating on the challenges of decision making at the State Secretariat level, observed that *"having regard to these functions of the Secretariat which call for certain qualities of mind and mature judgement, and involve inter-departmental considerations, we are of the view that the lead under the pay scale which we are proposing for the Collector and District Magistrate would also be justified for the Secretariat appointments in the State Governments held by these officers."*
- g) Even though these views were recorded by the III CPC in the 1970s, they remain, equally, if not more, relevant today. At the field level, IAS officers also increasingly

play a key role in meeting the challenges of urbanization in their capacity as Municipal Commissioners and Chief Executives of Urban Development Authorities, and Water Supply, Power and Transport utilities. The diversity, complexity and challenge of their responsibilities continues to remain unmatched and provides unparalleled opportunities to develop multiple skill sets relating to execution, coordination, leadership, crisis management, and policy making across a wide variety of domains.

- h) With regard to the IPS, the III CPC observed: *“The main demand of the Indian Police Service (Central) Association is that the IPS should be equated rank-for-rank with the IAS. According to the scheme proposed by them, they would like the Superintendent of Police to be equated to the District Magistrate, the DIG of Police to a Divisional Commissioner and the IG of Police to the Chief Secretary. The Association has also highlighted the special working conditions and liabilities attaching to a career in the Indian Police Service, viz., the high degree of personal risk and professional hazards, arduous nature of duties and the sense of uncertainty arising from political situation. The Association has emphasised the poor promotion prospects in the Service as compared to the IAS and Class 1 Central Services generally..... Although several witnesses suggested an improvement in the IPS pay scales, the majority of the witnesses, including a retired senior police officer, expressed the view that the range of responsibilities of the Collector and District Magistrate was wider than that of the Superintendent of Police and as such some differential should be maintained between the pay scales prescribed for the two. The State Governments have also suggested improvements in the IPS pay scales, but they are not in favour of parity with the IAS.”* *“In all these jobs entrusted to an IPS officer, he has to display qualities of leadership, alertness, integrity, self-confidence and tact and a knowledge of human character and social problems..... We, however, feel that it would not be appropriate to provide a long senior scale like that of the IAS because the range of jobs held by IAS officers in the senior scale is much wider including as it does such jobs as those of District Magistrates, heads of departments and senior positions in the Secretariat.”*
- i) Broadly similar observations were made by the III CPC about Indian Forest Service (IFoS), whose pay scales were lower than IPS till IV CPC, but have been on par with IPS since the V CPC.
- j) While considering the matter, the IV CPC (1986) observed: *“We have heard the views expressed by some of the Chief Ministers and all of them have spoken from their experience and recognised the important role played by officers belonging to IAS in the State administration. They have expressed views about parity in the pay scales among the all India services. While most of them were in favour of maintaining the existing relativities, some of them felt that disparities could be narrowed down to some extent. We have kept these observations in view while recommending the pay scales given in Chapter 8.”*
- k) While considering the matter, the V CPC (1996-2005) observed as follows: *“We now come to the difficult area of relations between the IAS and the other services. Most of the Associations of the IPS and Central Services have spent a lot of time and effort in trying to explain as to why there should be absolute parity between the IAS and these services, in terms of pay scales, career progression and Central deputation. It would*

be useful to examine their arguments and see how far these are tenable. The chief argument is that all recruits to IAS and Central Services are inducted through the same examination. There may be a difference of only one mark between the last man in the IAS and the first man in the Central Services. That single mark should not make such a difference as to change their entire career patterns. This line of argument is not convincing. It is not correct to compare the last man of the IAS with the first man of the Central Services. If the first of each Service is looked at, the difference in marks obtained would be considerable. Besides, Group 'B' services are also recruited through the same examination. If the 1-mark argument is conceded as between the IAS and Group 'A' Central Services, the same should then result in parity between Group 'A' Central Services and Group 'B' Central Services." In view of this assessment, the V CPC retained the financial edge for the IAS.

- l) The VI CPC (2006-2015) observed: *"The edge of IAS in pay scales is limited to Senior Time Scale, Junior Administrative Grade and Non-Functional Selection Grade. Other All India Services and Central Services have been demanding parity with IAS. This demand was projected before the various CPCs constituted earlier but the edge has continued. The V CPC recorded that no persuasive reason existed to do away with this edge. The position has not changed since then. The role of IAS is still very important in the overall scheme of governance. They have an important coordinating, multi-functional and integrating role in the administrative frame-work with wide experience of working across various levels in diverse areas in government. They hold important field level posts at the district level and at the cutting edge at the start of their careers with critical decision making and crisis management responsibilities. The leadership function, the strategic coordinating and integrative role at this level requires the best talent available. The existing position would, therefore, need to be maintained."*
- m) The matter regarding parity between various civil services flowing from a common recruitment exam was also considered by the Hon'ble Supreme Court of India in Mohan Kumar Singhania and Ors. Vs. Union of India and Ors. and judgement delivered on 13 September, 1991, wherein the Hon'ble Supreme Court observed: *"The selections for IAS, IFS and IPS, Group A services and Group 'B' services are made by a combined competitive examination and viva voce test. There cannot be any dispute that each service is a distinct and separate cadre, having its separate field of operation, with different status, prospects, pay scales, the nature of duties, the responsibilities to the post and conditions of service etc. Therefore, once a candidate is selected and appointed to a particular cadre, he cannot be allowed to say that he is at par with the others on the ground that all of them appeared and were selected by a combined competitive examination and viva voce test and that the qualifications prescribed are comparable. In our considered view, the classification of the present case is not based on artificial inequalities but is hedged within the salient features and truly founded on substantial differences. Judged from this point of view, it seems to us impossible to accept the submission that the classification rests on an unreal and unreasonable basis and that it is arbitrary or absurd."*
- n) Earlier in the same judgement, while commenting on the Rule 8 of the CSE rules, the Hon'ble Supreme Court observed: *"The purpose for incorporating this*

uncompromising and stringent provision is that the candidates appointed to the IAS and IFS are required to man the key positions both in the Central and State Services wherein the appointees have to combine their intellectual capacity and the requisite traits of personality and also to exhibit higher intellectual proficiency and leadership. Thus Rule 8 keeps up and maintains the phenomenon of the upper civil service, run under our constitution with all enduring features and facets of the said service on All India basis.”

- o) Rule 8 precluded candidates who had been appointed to the IAS and IFS from sitting in the ensuing civil service exam while in service. No such prohibition was stipulated in respect of candidates appointed to IPS, and other Group `A` central services. This rule position remains unchanged. The UPSC notification for the 2015 Civil Service Exam stipulates that “*A candidate who is appointed to the IAS and IFS on the results of an earlier examination and continues to be a member of that service will not be eligible to compete at this examination. In case such a candidate is appointed to the IAS/IFS after the Preliminary Examination of Civil Services Examination, 2015 is over and he/she continues to be a member of that service, he/she shall not be eligible to appear in the Civil Services (Main) Examination, 2015 notwithstanding his/her having qualified in the Preliminary Examination, 2015. Also provided that if such a candidate is appointed to IAS/IFS after the commencement of the Civil Services (Main) Examination, 2015 but before the result thereof and continues to be a member of that service, he/she shall not be considered for appointment to any service/post on the basis of the result of this examination viz., Civil Services Examination, 2015.” This rule position clearly indicates that the primacy accorded by GoI to IAS and IFS over other Civil Services is a matter of policy and not a matter of individual preferences.*
- p) From the above, it is clear, that the matter regarding the edge for the IAS over the other AIS and Group `A` Services has been deliberated at length by CPCs over the last six decades and also by the Hon`ble Supreme Court, and there has been repeated endorsement about the IAS being the premier civil service in the country, flowing from its unique role and responsibilities. There cannot be an iota of doubt in this matter. No new factors have emerged for the Seventh CPC to conclude that the edge enjoyed by the IAS should be removed and the IPS and IFoS brought on par with the IAS. The objective reality in fact points in the opposite direction.
- q) It may be noted that the financial edge enjoyed by the IAS over the IPS and IFoS is essentially at the State and field level and State Chief Ministers are key stakeholders who need to be consulted for taking a well-considered view in the matter. No such consultations have been held by the Seventh CPC with the political leadership at the State level.
- r) Weak implementation and unsatisfactory delivery of public services is recognised as the bane of public administration in India. While there are many complex factors responsible for this outcome, fragmentation of authority and dilution of command and control are important proximate causes. The issue regarding the edge for the IAS needs to be considered in this larger context and not just in terms of service rivalries and inter-service equations. Removal of the financial edge for the IAS, will only further weaken

command and control mechanisms at the field level, when the need of the hour is to move in the reverse direction.

- s) IAS officers occupy the commanding heights of the civil service structure not through patronage, but through a highly competitive and transparent selection process. The outcome of this process cannot be questioned on grounds of denial of opportunity or unfair treatment. As the Hon'ble Supreme Court has observed, there cannot be any dispute that each service is a distinct and separate cadre, having its separate field of operation, with different status, prospects, pay scales, nature of duties, responsibilities of the post and conditions of service. In the considered view of the Hon'ble Supreme Court, the classification of civil services is not based on artificial inequalities but is truly founded on substantial differences. The Hon'ble Supreme Court has found it impossible to accept the proposition that the classification rests on an unreal and unreasonable basis and that it is arbitrary or absurd. The Hon'ble Supreme Court could not have stated its views in stronger and clearer language. To make a case for parity on grounds of fairness or legitimate expectations is, therefore, not tenable. The principle of equality of opportunity cannot be stretched to mean "equality of outcomes." The quest for equality of outcomes undermines basic incentive structures and rapidly degenerates into Utopian and Orwellian nightmares.
- t) In view of the position explained above, no case is made out for placing the IPS and IFoS (or any other Civil Service) on par with the IAS in respect of career prospects and conditions of service. There is no doubt that the IPS, IFoS and other civil services are manned by highly competent, public spirited and well-motivated individuals. That, however, does not mean that they should be brought on par with the IAS in terms of the financial edge or anything else. The undersigned, therefore, does not agree with the proposal of Chairman, Seventh CPC in para 7.2.19 to provide two advance increments to IPS and IFoS on par with IAS till NFSG level, since the recommendation is based on untenable notions of parity. The financial edge for IFS should also continue for reasons elaborated in Para 7.2.20(n) above."

(Vivek Rae)

7.2.21 Dr. Rathin Roy, Member, Seventh CPC is of the view that the financial edge accorded to the IAS should be removed and the 'edge' demonstrated in a different manner, as elaborated below:

- a. "With respect to Para 7.2.8, (the Edge), my view is that there exists no compelling reason to give an edge to any specific All India Service or Central Service. I do believe that under the present administrative arrangements, the Indian Administrative Service has a multi-dimensional leadership role to play and that often means that in specific jobs, such as that of District Magistrate/ Collector, officers occupying such positions must be able to exercise overall leadership and be *primus inter pares* vis-à-vis other district officers such as the District Chief of Police or the District Forest Officer. Such is desirably secured by showing leadership qualities backed by administrative affirmation. Simply granting two increments does not bestow such leadership or affirmation.

- b. If the *primus inter pares* position of the IAS, IFS or any other service has to be reflected in superior financial remuneration, then their recruitment, too, must be conducted separately. These specific competencies should be specified and tested in the recruitment process, as indeed was the case historically. If the recruitment system is not to be altered then a purely financial edge cannot be justified for the IAS, IFS or any other service. Other administrative mechanisms must be found to establish the edge.
- c. The argument for retaining the edge given by the VI CPC did not in fact cite leadership or postulate *primus inter pares* as one of the reasons. With respect to hardship and other reasons discussed in Para 7.2.16 of this Report, circumstances may impose identical hardships not just on officers of All India Services but also on officers of Central Services. Therefore, all officers facing circumstances of hardship should be identically compensated for such, rather than generically compensating officers of any specific service. Such compensation should be addressed holistically when formulating recommendations on pay and allowances, as has been done in the Report. A case-specific “edge” on these grounds is not warranted.
- d. For these reasons, I feel that no edge should be granted to any service purely by virtue of belonging to such. If the edge given to the IAS is removed, then the historically iniquitous nature of this edge highlighted in the Paras 7.2.8 to 7.2.13 of the report does not arise.”

(Rathin Roy)

Demands Related to ‘two year edge’

7.2.22 The IAS association has opined that “*the non-functional grant of higher pay scale is enjoyed by all Organised Group- ‘A’ Services, whether posted in their respective cadres or on central deputation. While it is nobody’s case that stagnations etc. are undesirable, this indirect prescription of a uniform career progression and parity for all Group ‘A’ Services by the VI CPC has further reduced the diminishing gap owing to reduced formal differences in pay over the years. The actual reduction in edge enjoyed by the IAS vis-à-vis other AIS/Central Group ‘A’ Services is, therefore, much more than formally quantified. It is essential that the balance that has been disturbed is restored to maintain the Premier Nature of the service. This can be done through increase of differential in pay. Also, ideally the formalised uniformity introduced by the VI CPC should be further mitigated by increasing the two year gap to at least four years in case the same cannot be removed.*” In addition to this the Association has further stated that “*the IAS are given a two year lead in empanelment at the centre. In the interest of good governance, proper and effective coordination, it is essential that this lead for IAS officers is maintained at every stage of their career. This is a functional requirement and cannot be allowed to be diluted in the face of what are merely external comparisons by other Services for whom the demand for parity is simply an expression of superfluous external comparison.*”

7.2.23 The demand on ‘two year edge’ is linked with two issues—one with respect to a mandatory gap of two years to be maintained between the batches of IAS vis-à-vis other All India Services/Central Group ‘A’ Services at the time of empanelment at the level of Joint Secretary and above and the other to the grant of Non-functional Upgradation (NFU) to batches of other All India Services/Central Group ‘A’ Services senior by two years to the batch of IAS

empanelled at the centre. **On the ‘two year edge’ the Chairman does not agree to the demand and finds no justification for according the two years gap. He feels that the Indian bureaucracy has come of age and various Central Services are now discharging distinct and valuable functions in the overall governance of the country. The two year edge is an archaic concept in the present realm. Following Kothari Commission’s recommendations, even the recruitment to all the All India Services as well the Central Group ‘A’ services is through a common exam unlike earlier times. The jobs and responsibilities of IPS and IFoS officers are very arduous and challenging in the present time. Recent events where, while maintaining law and order many IPS and IFoS officers have also lost their lives. Therefore, the Chairman does not recommend continuance of the two years gap for empanelment in the Central Staffing Scheme and feels that the two year edge that has hitherto been maintained between the IAS and other services should be abolished.**

7.2.24 Shri.Vivek Rae, Member, Seventh CPC has disagreed with the Chairman with regard to removal of the two year edge for NFU as well as empanelment under the Central Staffing Scheme, presently available to IAS. Dr. Rathin Roy, Member, Seventh CPC has disagreed with the Chairman regarding NFU but agreed with the Chairman regarding empanelment under the Central staffing scheme. Their views have been elaborated in detail in the Chapter 7.3.

Demand for Benchmarking Pay of IAS with the Private Sector Salaries

7.2.25 In arguing for competitive salary structure, the concern raised by the IAS Association is that the IAS no longer figures in the top priority of most post graduates and the market is able to wean away the cream. There is a need to at least partially bridge the gap between remuneration levels in the private sector and that given to the IAS. The IAS association has demanded that ratio between an entry level IAS and the Apex scale should be at least 8-9 times and entry pay should be benchmarked at ₹1.375 lakh per month.

7.2.26 This Commission has rationalised the pay structure keeping in mind the increase in duty and responsibility at successive levels of the hierarchy. While the Commission notes that there is considerable disparity in pay at higher echelons of the bureaucracy as compared to their counterparts in the private sector yet, the Commission has had to devise a pay structure keeping in mind the economic conditions of the country, the need for fiscal prudence and to ensure that adequate resources are available for development expenditure and welfare measures. Further, the Commission also had to take into account the likely impact of the recommendations on the finances of the State Governments, which usually adopt the recommendations with some modifications.

7.2.27 The Commission had engaged the Indian Institute of Management, Ahmedabad (IIMA) to provide a comparative analysis of salaries/emoluments in the government sector vis-à-vis those in the CPSUs/Private Sector in the country. IIMA was requested to carry out the study for a set of 40 job roles distributed across various sectors. As a part of this exercise, the Institute was also requested to make a comparison between the emoluments of a Group ‘A’ Service officers at the entry level with the salary commanded by those passing out of various

Management Institutes and newly entering the job market. The IIMA has done this exercise on a Cost to Government (CtG)/Cost to Company (CtC) basis. The Institute has pointed out that the remuneration offered to those qualifying from various Management Institutes is dependent upon various factors, key amongst which are:

- Quality of the Institute (graduates from premier IIMs draw more than those graduating from elsewhere).
- The prior work experience of the person (many entrants to Management Institutes typically have 2-3 years' work experience which has a bearing on the offers they receive).

7.2.28 After taking into account various factors, this Commission has recommended a starting salary of ₹56,100 per month at entry level (L10 in the New Pay Matrix) for officers of All India Services/Central Group 'A' Services.

Demand for Separate Exam/papers for Recruitment of the IAS

7.2.29 Demand has been received by this Commission to delink the recruitment of IAS from the common Civil Services Examination currently conducted by the UPSC by way of introducing additional papers for aspirants to the IAS. In effect, this demand would result in reverting to the earlier system of differential recruitment and consequently differential pay and perks for the IAS.

7.2.30 The Commission is of the view that this is an administrative matter for the consideration of the Government of India.

Demand for abolition of Grade Pay of 8900 and HAG+ available to IPS and IFoS as they are nullifying the initial edge given to the IAS

7.2.31 The IAS association has stated in their demand that by allowing the apex scale of ₹80,000 (fixed) to Director General of Police and Principal Chief Conservator of Forest, the balance in the State has been disturbed which is highly undesirable for good governance. It has been demanded that no officer should draw more salary than the Chief Secretary in a State.

7.2.32 Further, it has also been demanded that the anomaly brought about by extending pay scales of HAG+ and PB-4, GP 8900 to IPS and IFoS officers should be rectified because the IAS is drawing lower pay in the pay band. It has been mentioned that this also nullifies the edge given to the IAS in initial years.

7.2.33 The Commission is of the view that the above mentioned pay scales have been extended to the IPS and IFoS keeping in view their cadre structure, job profile and responsibilities, as also their existing relationships with the defence forces and CAPFs. Hence, there is no justification to make any change in the existing structure.

Demand for Special All India Services Governance and enablement allowance, camp office allowance, research and professional development allowance and hard duty allowance

7.2.34 The IAS association has remarked that there is a pressing need to differentiate the salary and benefits of 4,400 odd IAS officers who perform extremely critical functions for a country

with population of over 1.2 billion. The salary of the IAS should not be a function of any other Service or Group's salary. In keeping with the higher status of the country's Premier Civil Service, it is not just through delinked and higher compensation that the service should be differentiated from others, but also through higher/delinked recruitment process that an aspirant must be evaluated and that at the minimum, a special allowance should be given which is equal to 30 percent of total gross pay of IAS officers (Pay band Basic + Dearness Allowance + Grade Pay). This special/separate allowance would also be an effective way of delinking the IAS from other services/categories and ensuring they are paid at par without imposing a similar burden on account of other government staff. The nearest comparable is the Military Pay, Hardship Field Allowance etc. provided to other services.

7.2.35 The Commission does not find adequate justification to recommend a special governance and enablement allowance.

Indian Police Service

7.2.36 The Indian Police Service (IPS) is one of the three All India Services. The IPS officers provide senior level leadership to Police Forces both in the States and at the Centre. The Police Division in the Ministry of Home Affairs (MHA) is responsible for all cadre control and policy decisions such as cadre structure, recruitment, training, cadre allocation, confirmation, empanelment, deputation, pay and allowances, disciplinary matters of IPS Officers. The Service is organised in 24 State cadres. The authorized strength of the Indian Police Service Officers stands at 4720 as on 31.12.2010.

Parity of Pay with IAS and IFS

7.2.37 Parity of pay with IAS and IFS has been sought by officers of the IPS on the plea that their role is as important as that of an IAS officer and persons recruited through the same examination for comparable jobs should be treated at par. It has also been mentioned that changed dynamics of district administration have altered the traditional relativities of DM and SP.

7.2.38 The Chairman notes that the police in India have to execute their responsibilities under extremely challenging circumstances. Having regard to the difficult demands placed on police officers by their jobs including long working hours, the risk of personal injury and death and the immense public responsibility they carry, the view of the Chairman has, as already brought out in para 7.2.18 and 7.2.19 above, recommended that two additional increments @ 3 percent each over their basic pay at three promotion stages i.e., promotion to the Senior Time Scale (STS), to the Junior Administrative Grade (JAG) and then on to the Non-Functional Selection Grade (NFSG) as given to the IAS, be extended to the IPS and IFoS also.

7.2.39 Shri Vivek Rae and Dr. Rathin Roy, Members, Seventh CPC have not agreed with the view of Chairman in paras 7.2.18 and 7.2.19. Their views are brought out in paras 7.2.20 and 7.2.21 above.

Police Service Pay

7.2.40 Police personnel should also be granted Police Service Pay at par with Military Service Pay of Defence Personnel as police is also a uniformed service of the government. This demand has been supported citing the international practices for police pay. It has been stated that pay scales of Police Officers in the UK are typically 10-15 percent higher than those of the emergency services and those of similar ranks in the armed forces.

7.2.41 The Commission does not find merit in the demand as roles and responsibilities carried out by Defence forces and the Police forces are different.

Anomalies in Implementing VI CPC Recommendation on “Edge”

7.2.42 It has been demanded that the present CPC may consider discontinuance of ‘*the irregularly awarded inflated edge of the IAS*’ but also set right the previous CPC’s fitment tables with retrospective effect. It has been brought out by the IPS association that there has been an anomaly in fixation of pay in the case of pre-revised scale of ₹16400-450-20000 (S 26) for Conservator of Forests in IFoS, DIG of Police for IPS and other CAPFs as well as Brigadiers of Armed forces/SEs of Engineering Services/ Scientific Officers Grade ‘F’ vis-à-vis pre revised NFSG pay scale of IAS, which was ₹15100-400-18300 (S 25). The basic pay of ₹16,400 has been fixed at ₹39,690 whereas the lower basic pay of ₹16,300 for IAS has been fixed at ₹40,890. The association felt that the Super-time scale I of IPS/IFS/SE/Brigadiers have been downgraded even below NFSG of IAS.

7.2.43 The Commission was informed that the issue was brought up before the Ministry of Finance and that the Government of India has already taken a view in the matter. Hence this Commission is not making any recommendation in this matter.

Misrepresentation of the Two Year Gap Between IAS and Other Services

7.2.44 To mitigate the hardships due to slow promotions in some of the Group ‘A’ Services, the VI CPC had provided that the government should consider batch-wise parity while empanelling and/or posting at Centre between respective batches of IAS and other Organised Group ‘A’ Services, with the gap being restricted to two years. The VI CPC also recommended NFU whenever any IAS officer of a particular batch is posted in the Centre to a particular grade carrying a specific grade pay in pay bands PB-3 or PB-4, to the officers belonging to batches of Organised Group ‘A’ Services that are senior by two years or more. The facility was subsequently extended to IPS and IFS in the States and the Centre. The Association has stated that what was introduced as a stagnation mitigation measure is in practice being misinterpreted as a mandatory gap of two years between IAS and the rest of the services. It has been experienced many a time even when vacancies exist and the officers of a particular batch meet the minimum qualifying service requirement, the promotion are stalled unless officers two years junior to them in the IAS get promoted first. The demand is that the Commission should address this issue and clarify that the two years gap is the maximum and not the minimum gap,

and further clarify that if the vacancies exist and the pool of officers meeting the eligibility criteria are available, promotions should not be stalled showing the two year gap.

7.2.45 The issues of NFU and of empanelment have been dealt with in the Chapter 7.3. Hence no specific comments are being given here.

Intra Service Parity

7.2.46 In the VI CPC the concept of grant of higher pay scale on non-functional basis to reduce the inter service gap was introduced. Extending the same principle, the Commission may recommend that whenever any IPS/IFoS officer of a particular batch is posted in a state cadre to a particular grade carrying a specific grade pay in pay bands PB-3, PB-4 or HAG, grant of higher pay scale on non-functional basis to the IPS officers of the same batch belonging to the other cadre or those serving in the centre should be allowed.

7.2.47 The Commission does not find any justification for this proposal.

Abolition of the Rank of DIG

7.2.48 The super time scale for the IAS/IFS and Central Services has been uniformly fixed at GP 10000 whereas in the case of IPS and the IFoS the same has been split into two levels, i.e., GP 8900 (DIG/Conservator of Forests) and GP 10000 (IG/Chief Conservator of forests). Historically this factor is a major impediment in the promotion prospects of IPS/IFoS officers. The Association recommends for abolition of entry of the super time scale of the IPS having GP 8900 and direct promotion from the NFSG to the Super time scale having GP 10000 as is the case with the IAS/IFS and other central services. To achieve parity among the All India Services, the scale should be started at 16th year of service as in the IAS. For implementing this recommendation, half of the existing cadre posts of DIG can be upgraded to the rank of IG and the rest half can be downgraded to the rank of SP (NFSG). Typically IPS officers spend four years' as DIGs, and for avoiding reversions, a gradual upgradation/down gradation exercise may be undertaken over a period of time.

7.2.49 This Commission feels that abolition of GP 8900 will disturb the traditional relativities between the Armed forces, the Police and the CAPFs. Hence, it is **recommended that status quo be maintained.**

Abolition of the HAG+ Scale

7.2.50 The DG rank in the IPS now carries two pay scales:

- i. Apex Scale of ₹80,000 (fixed) which is allowed to DGs of most of the CPOs, IB, CBI, RAW etc. and one DG in each State who is Head of Police Force (HoPF); and
- ii. HAG+ Scale of ₹75500-80000 for other DGs in the States and some CPOs.

It has been submitted that due to the classification of DGs into Apex Scale and the HAG+ Scale, several difficulties have arisen in the States resulting in several petitions in the courts/tribunals.

7.2.51 Further it has been brought out that post VI CPC, the post of Director-General of Police as Head of Police Force (HOPF) was given a higher pay scale (the Apex Scale of ₹80,000/- fixed) while the rest of the DGs were given a lower pay scale of HAG+ of ₹75500-80000. Quite often selection to the post of HoPF is not done on the basis of seniority and HoPFs are sometimes transferred out without adhering to the two years tenure rule. Situations have arisen when an apex scale DGP (HoPF) is removed to a post carrying the inferior HAG+ scale and his pay scale is reduced from apex to HAG+. It has been demanded therefore that the HAG+ scale may be abolished.

7.2.52 This Commission feels that abolition of HAG+ scale will disturb the traditional relativities between the Armed forces, the Police and the CAPFs. Hence, it is recommended to retain the HAG+ in the IPS and in case of transfer of HOPF (Apex Scale) to some other post his/her pay may be protected.

Reinforcing the All India Character of the Service

7.2.53 As per the scheme of the All India Services, officers serve both in the states and the centre. For facilitating such movement, a central deputation reserve at the scale of 40 percent of the cadre posts has been created in the state cadres. The Association has pointed out that as per the present strength of IPS, there is a requirement of 1022 posts for fulfilling the central deputation obligations against which only 569 posts are available with the CAPFs/CPOs for deputation of IPS officers. Therefore, in addition to maintaining the present strength of earmarked posts in CPOs/CAPFs there is also a need to create a level playing field for enabling IPS officers to compete in the open competition posts, including the Central Staffing Scheme for reinforcing the spirit of All India Service character of the IPS as well as gainfully utilizing the domain expertise of the IPS officers in the Central Government ministries/departments.

7.2.54 The issue of empanelment under the Central Staffing Scheme has been dealt in the Chapter 7.3. Hence, no recommendations are being made here.

Inequities in the Central Staffing Scheme

7.2.55 As per the OM of DoPT on Central Staffing Scheme *“The raison d’etre is the Centre’s need for fresh inputs at senior levels in policy planning, formulation of policy and implementation of programmes from diverse sources, viz., the All India Services and the participating Organised Group `A’ Services.”* The Association states that if one goes by the letter, it provides equal opportunity for selection to 37 participating services and is mutually beneficial to service cadres and Government of India. However, in operation the system secures neither. The VI CPC also commented that *“While the system appears to be very equitable on paper, it is non-transparent and does not inspire confidence amongst the concerned officers about its fairness.”*

7.2.56 The issue of empanelment has been dealt in the Chapter 7.3. Hence no specific recommendations are being made here.

Indian Forest Service (IFoS)

7.2.57 The Indian Forest Service is the youngest of the three All India Services and also happens to be the smallest. The total authorised cadre strength of the Indian Forest Service as on date is 3131 which includes 2182 direct recruit and 949 promotion posts.

7.2.58 The main mandate of the service is the implementation of the National Forest Policy which envisages scientific management of forests and to exploit them on a sustained basis for primary timber products, among other things. Since 1935 the management of the forests remained in the hands of the Provincial Governments and even today the Forest departments are managing the forests of the country under the respective State Governments.

7.2.59 As per the Allocation of Business Rules of the Government of India, the subject of the Indian Forest Service is allocated to the Ministry of Environment and Forests and thus it is the Cadre Controlling Authority for the Indian Forest Service and also the nodal ministry that implements the rules and regulations made under the AIS Act in respect of the Indian Forest Service.

7.2.60 In its memorandum the Indian Forest Service Association has averred that the pace of promotion in the service is slow. It has been emphasised that to attract the best talent to the service and to retain skilled IFoS Officers and those with highly regarded academic and professional competencies the pay and incentive structure for the IFoS needs to be improved.

7.2.61 A uniform pay scale for all three All India Service has been sought. The Association has pointed out that as of now there are seven levels of pay in the IFoS as against five for the IAS. The Association has sought the abolition of two levels.

7.2.62 The Association has brought up the issue of filling up of posts under the Central Staffing Scheme through a transparent process by an independent body with adequate representation for the service at senior levels. In this context it has been pointed out that the Central Deputation Reserve (CDR) of 20 percent for the IFoS is grossly under-utilized. A suitable mechanism to rationalise the utilisation of the CDR has been sought.

7.2.63 The Indian Council for Forestry Research and Education (ICFRE) is headed by a Director-General who is from the Indian Forest Service. A demand has been made that this post should be elevated to the Apex level and the incumbent be made ex-officio Secretary, Department of Forestry Research and Education.

7.2.64 The IFS Group `A` Association has sought uniformity amongst the three All India Services in respect of pay scales, promotion, career progression and rationalization of pay levels. There is a specific demand for removal of GP 8900, which is currently attached to the post of Conservator of Forests, and merger of this post with Chief Conservator of Forests (GP 10000) along with change in designation to Inspector General of Forests. They have stated that post VI CPC the entry pay in GP 8900 for the IFoS/IPS officers has fallen less than the entry pay of GP 8700 for the IAS Officers, which can be rectified if GP 8900 is merged with GP 10000. The association has also demanded merger of the HAG+ Scale (₹75500-79000) that is attached to the post of Principal Chief Conservator of Forests with the apex scale. The merger

of the two levels would bring IFoS and IPS at par with the IAS where the GP 8900 and HAG+ are not operative.

7.2.65 The Association has further demanded:-

- i. Elevation of Director General, Indian Council of Forestry Research and Education (ICFRE) to the apex level at par with DG, Indian Council of Agricultural Research who is also Secretary, D/o Agricultural Research and Education, GoI;
- ii. Posting of IFoS Officers as Secretaries in D/o AYUSH, Tribal Affairs, RD etc. in view of their rich domain knowledge; and
- iii. Ensuring in situ award of pay scale to all seniors irrespective of cadres across the country, if a junior officer is promoted in any State.
- iv. Empanelment and placements as Joint Secretary, Additional Secretary and Secretary and equivalent posts under the Central Staffing pattern.
- v. Posting of IFoS Officers as Counsellors in Indian missions abroad in view of the large number of multi-lateral environment agreements to which India is a signatory.

7.2.66 The Commission is unable to accept the demand for merger of the post of Conservator of Forests with Chief Conservator of Forests as it does not see any reason to disturb the relativities established by the earlier Commissions. Accordingly, the GP 8900 may continue to remain operative for IFoS as would the HAG+ level.

7.2.67 As regards elevation of DG, ICFRE to the Apex level, the Commission does not agree with the demand. Regarding suitability of IFoS officers for posting as Secretary in Departments like AYUSH, MoEF, Tribal Affairs, Rural Development and so on, the Commission has discussed such issues in the Chapter 11.16. For empanelment and placement of officers under the Central Staffing Scheme, the Commission has addressed these issues in the Chapter 7.3.

Central Services Group A

Chapter 7.3

Central Services Group `A`

7.3.1 The Civil Services in India can be grouped into three broad categories: Services whose members serve both the Union and the State Governments are termed as All India Services, Services whose members serve only the Union Government are termed Central Civil Services. Apart from these, the State Governments have their own group of services—State Civil Services. The posts in the Union and the State Governments are hierarchically arranged into three Groups—Group `A` to Group `C` [prior to the implementation of the recommendations of the VI CPC, these were four Groups: A to D]. Such classification broadly corresponds to the rank, status and level of responsibility attached to the posts.

7.3.2 Amongst the Civil Services, three All-India Services, namely, the Indian Administrative Service, Indian Police Service and Indian Forest Service are common to the Centre and the States.

7.3.3 The manpower for performing the functions of the Central Government at Group `A` level is mainly provided by Organised Central Services and these Services account for the bulk of the Group `A` posts under the Central Government apart from the non-organised Central Services Group `A`. They are broadly classified into (i) Non-Technical Services, (ii) Technical Services (which include engineering services), (iii) Health Services and (iv) Other Services (which include the scientific services). The non-technical services are meant to administer areas of administration at the Centre such as audit, income-tax, posts and the non-technical areas of the railways. The technical services perform specialized functions on the technical side of the Central Government in departments such as the CPWD.

7.3.4 A Central Group `A` Service represents a group of posts belonging to a distinct functional area arranged in a hierarchical order representing different grades or levels of responsibility. A well-structured Group `A` cadre consists of two distinct parts: (i) Regular Duty Posts and (ii) Reserves. The regular duty posts which constitute the core of the cadre are meant for performing the functions for which the service has been constituted and are structured into different levels of hierarchy in the junior time scale, senior time scale, junior administrative grade, non-functional selection grade, senior administrative grade and higher administrative grades (HAG/HAG+) corresponding to different levels of responsibility. In most services the highest level post is equivalent to the Secretary's grade.

7.3.5 A large body of posts of the level of Deputy Secretary and above in the Central Secretariat are filled up through the Central Staffing Scheme (CSS) managed by Department of Personnel and Training (DoPT). The Scheme has been in operation now for several decades and was formulated to provide a systematic arrangement for the selection and appointment of officers to senior administrative posts at Centre, excluding posts which are specifically encadred within the Organised Group `A` Services or filled by recruitment through the Union

Public Service Commission. The philosophy of the CSS and its process has been articulated by the government as follows: “*The raison d’etre is the Centre’s need for fresh inputs at senior levels in policy planning, formulation of policy and implementation of programmes from diverse sources, viz., the All India Services and the participating Organised Group ‘A’ Services.*”

Issues and Demands of the Various Group ‘A’ Services

7.3.6 During the course of oral evidence, the Seventh CPC has heard Associations of most of the Organised Central Group ‘A’ Services. While specific demands relating to individual cadres have been addressed separately in succeeding chapters, there are certain general and common grievances which were voiced consistently and emphatically by all Services. The Commission noted that there is a pervasive feeling of inequity which is leading to a sense of disenchantment. While some of the grievances arise out of prevailing policies or implementation thereof, some arise out of issues relating to administrative unresponsiveness. The latter, as will be discussed later in this chapter can and should be remedied at the earliest. The general demands, which have been placed before earlier Pay Commissions too, are listed below:

- a. Full parity with the IAS in terms of pay-scales and removal of the ‘edge’ given to it. This demand was made by a majority of the service associations. (Related to Pay)
- b. Removal of prevailing disparity in pace of promotion and ensuring an even progression for various Group ‘A’ and All India Services in their cadres. (Related to Career Progression)
- c. A level playing field for appointments in the Central Government under the Central Staffing Scheme at the SAG and HAG levels. (Empanelment and Posting in Central Government)
- d. Increasing the entry grade in Group ‘A’ Services to a level that makes it comparable with the salaries existing in private sector, so that the government is able to attract the best talent available. It was also emphasized that in the present structure, the salary levels of Group ‘A’ Service Officers with just a few years of service cease to have any correlation with salary structures in the private sector. A strong demand to remove this disparity was articulated. (Salaries comparable to outside of government).

Issues at (a), (b) and (c) above have been addressed in this chapter. Issue at (d) above has been addressed in Chapter 5.1.

Edge in Pay

7.3.7 As per extant rules the Indian Administrative Service and the Indian Foreign Service are accorded a pay advantage, or an ‘edge’ at three grades, viz., the Senior Time Scale, Junior Administrative Grade and Selection Grade in the form of two additional increments of 3 percent each which are adjusted in the pay band. The Indian Administrative Service and Indian Foreign Service have traditionally enjoyed an edge vis-à-vis other AIS and Central Services.

7.3.8 Various Central Services have contended that this edge given to the IAS and the IFS is iniquitous and violates the principle of 'equal pay for equal work.' They have pointed out that the Civil Services Examination (CSE) conducted by the UPSC is an examination that is common for recruitment to around 18 Group 'A' Services and that the choice of Service exercised by the candidates is based upon very many factors. It is not necessary that only the top-most go to the IAS. It has also been pointed out that officers of **most** of the Services are, in their early years, posted to small places and are subjected to many transfers. Therefore, the grant of the edge is seen as unfair.

Analysis and Recommendations

7.3.9 This Commission has studied the entire issue and deliberated in detail on the issue in the Chapter 7.2. The Chairman has sought not only to retain the two increment edge within the proposed pay matrix for the IAS and Indian Foreign Service but also extended it to the Indian Police Service and the Indian Forest Service. Shri Vivek Rae, Member, Seventh CPC is not in agreement with extension of the edge in pay to the IPS and IFoS. Dr.Rathin Roy, Member, Seventh CPC is not in agreement with the concept of an edge in pay. The aspects on which they differ and the reasons are spelt out at para 7.2.20 and 7.2.21 respectively in the Chapter 7.2.

Career Progression in the Cadre

7.3.10 As far as career progression in the various Group 'A' Services is concerned, the various Service Associations represented that the pace of promotion in the various Services, as also in the various States (in so far as the All India Services are concerned) varies widely, and is dependent upon several factors. While officers of some Services get promoted to the Senior Administrative Grade in 16 years, officers in some other Services take more than 26 years for the same promotion and the rest are ranged in between, as may be seen from Table 1 below:

Table 1: Average number of years taken for promotion to the Senior Administrative Grade (in Non Technical Services Group 'A')

Sl. No.	Name of the Service		Years
1	Indian Defence Accounts Service	IDAS	19
2	Indian Audit and Accounts Service	IA&AS	17
3	Indian Railway Accounts Service	IRAS	24
4	Indian P&T Accounts and Finance Service	IP&TFAS	21
5	Indian Civil Accounts Service	ICAS	21
6	Indian Railway Traffic Service	IRTS	24
7	Indian Railway Personnel Service	IRPS	23
8	Indian Revenue Service#	IRS(IT)	21
9	Indian Custom and Central Excise#	IRS(C&CE)	21
10	Indian Foreign Service #	IFS	00
11	Indian Postal Service	IPoS	21
12	Indian Defence Estate Service	IDES	24

Sl. No.	Name of the Service		Years
13	Indian Information Service	IIS	24
14	Railway Protection Force	RPF	21
15	Indian Trade Service	ITS	28

Data based on old figures. The figure 00 means either post not available or none promoted

Source: Threshold Analysis of Non Technical Services (Cadre review Division) DoPT website. position is as on 01.01.2014)

7.3.11 The position varies with the vacancy position in each cadre and also the numbers inducted from year to year. In a pyramidal structure it is but natural that a particularly large intake in a specific year would reduce the promotional prospects for a few of the succeeding batches. Traditionally, in certain Services, promotions are faster than in others. But for most services, it hinges on whether the structure of a cadre and the number of posts at various levels has kept pace with the changing work profile of a cadre or not.

7.3.12 The various Service Associations highlighted that in very many cadres reviews have not been carried out for long. Extant instructions are that a cadre review should be undertaken at least once in a period of five years. The fact that these instructions have not been followed in many cases has bred resentment and frustration.

7.3.13 The process of cadre restructuring, and the reported delays, affecting the genuine career aspirations of employees at all levels, was discussed with the Department of Personnel and Training (DoPT). The department acknowledged that while the ideal periodicity is five years, in various cases, reviews are delayed due to many reasons. Significant amongst these is non-submission of proposals by the cadre controlling authorities. As far as DoPT is concerned, the procedure as well as the templates (for proposal submission) is stated to have been well formulated and disseminated. It was also informed that meetings of the Cadre Review Committee (CRC) are held regularly.

7.3.14 The DoPT has provided data, as on 15.02.2015, relating to twenty cadre review proposals that are pending. These are in various stages of the four-step process involved in a cadre review. While it is heartening to note that the review for these cadres is underway, what is significant is that they are overdue by several years. Apart from this there are ten Cadres for which reviews are pending **for more than ten years** (in some cases more than 20 years), for which the process does not appear to have even begun.

7.3.15 An enumeration of the manner in which delays in cadre reviews affect officers of various services would possibly bring some measure of understanding of the levels of frustration and angst amongst officers of those services that lag behind.

1. In the first instance promotions take inordinately long, resulting in monetary loss as well as loss of morale.
2. In services other than the AIS, officers may be considered for empanelment only after they have reached the substantive level (for example an officer can be considered for empanelment as JS only after he/she attains the SAG in his/her parent cadre). Therefore,

delayed promotion implies delayed empanelment which inevitably results in delay in being considered for an appropriate position in the Central Staffing Scheme.

3. Delayed promotions in the cadre at the junior levels means that at senior levels, with dwindling residual service, this delay effectively results in an unintended ceiling, beyond which persons in slow moving Group `A` Service cannot rise. When this is seen in juxtaposition with the fast moving services, the sense of inequity is intensified.
4. In very many entities such as Regulatory Bodies, Tribunals and the like, for civil servants aspiring to join them as Member or Chairperson, a significant length of experience as Secretary to Government of India/Additional Secretary is necessary. By being denied opportunities for empanelment, officers are precluded from these too.

7.3.16 Efficiency, therefore, needs to be brought into the entire chain of activities relating to Cadre Review, including the stage of seeking of approval of the competent authority after the Cadre Restructuring Committee (CRC) has made its recommendations (in some cases even this stage has taken a couple of years). From the data made available by the DoPT it is seen that all stages involved in a cadre review are equally prone to delays and there is no single agency which is accountable for the speedy completion of the process. It was probably in recognition of this that the Second Administrative Reforms Commission recommended creation of a “Cadre Restructuring Commission”.

7.3.17 The approach of this Pay Commission is towards rationalization of the processes and entities in government, and as such it does not recommend creation of a new agency for carrying out an activity which, in effect is a purely an internal function. This Commission is of the view that the cadre review should be the responsibility of the concerned Secretary of the Department to which the cadre belongs and not the responsibility of Secretary, DoPT. Since the proposal for cadre review is to be based on a set of parameters already spelt out by DoPT in its cadre review monograph, it is **recommended that the examination of the cadre restructuring proposal should be undertaken at the department level itself with one member each from DoPT and Department of Expenditure attending such meetings chaired by the concerned Secretary of the cadre seeking the restructuring in his/her capacity as the cadre controlling officer. This will drastically reduce the time taken in the proposal going back and forth between DoPT, DoE and the relevant Ministry. The proposal can thereafter be placed before the Cadre Review Committee chaired by the Cabinet Secretary where the concerned Secretaries are represented.**

Non-functional Upgradation

7.3.18 To address the wide disparity existing between the promotional avenue available to different Organised Group `A` Services and to bring about some sort of “modified parity” between the IAS and other Central Group `A` Service the VI CPC had recommended the grant of higher pay scale on non-functional basis to officers belonging to batches of Organised Group `A` Services which were senior by two years as compared to the batch of IAS empanelled at the Centre. As per extant orders, whenever an IAS Officer of any state is posted to the centre to a particular grade carrying a specific grade pay in Pay Band 3 or Pay Band 4, the officers belonging to batches of the Organised Group `A` Services that are senior by two years or more

and have not so far been promoted to that particular grade would be granted the same grade on non-functional basis from the date of posting of the IAS Officer in that particular grade at the Centre. Such upgradation is not vacancy-linked and the benefit in pay is purely personal to the officer.

7.3.19 While this has no doubt afforded a limited quantum financial upgradation, and a few attendant benefits by way of entitlement to a higher type of house etc., such non-functional upgradation does not bestow any right to the officer to claim promotion or deputation benefits. However, what was seen as a partial curative measure, with the expectation that the real issue would be addressed through better management of the various cadres, has not really come about. Instead the situation is that the demand for grant of NFU has now become a wider chorus, with officers of the Defence forces and the CAPFs also claiming a like benefit. The demands of the CAPFs and the Defence forces have been discussed in detail in Chapters 11.22 and 6.2 respectively.

7.3.20 The issue with regard to the grant of NFU was deliberated in the Commission. The issue was whether NFU presently available to Organised Group `A` Services should be allowed to continue or not and whether it should be extended to the Defence forces and CAPFs or not.

7.3.21 After considering various aspects, especially the difficulties faced by the officers owing to stagnation at various levels, the Chairman is of the considered opinion that NFU should be allowed to continue. Since NFU has been in existence for the last ten years and is being availed by all the Organised Group `A` Services, there is no reason to abolish it. The same will be available not only to all Organised Central Group `A` Services but also members of CAPFs and Defence forces on the basis of respective residency periods.

7.3.22 The NFU should be subject to the completion of the prescribed residency period in the preceding substantive grade and not linked to the promotion of an IAS batch. All the prescribed eligibility criteria and promotional norms including 'benchmark' for upgradation to a particular level would have to be met at the time of grant of NFU. A screening committee chaired by the Secretary of the Ministry concerned would oversee the implementation of NFU. The Committee would consist of three members of at least one level above the level for which upgradation is being considered. These orders are currently also in existence.

7.3.23 On grant of NFU, the pay fixation of the officer concerned will happen through a two-stage process:

Step 1: Initially one increment to be added to the existing pay, which takes the person on to the next cell in the current level in which he/she resides.

Step 2: The figure closest to this amount is to be located in the next promotional level and the pay fixed in that step.

No fixation in pay will take place when the substantive promotion is earned in that level subsequently.

7.3.24 Further, to ameliorate the stagnation in various services, the Chairman recommends that officers drawing NFU would also be eligible to apply for deputation

posts in the higher grade through empanelment in the Central Staffing Scheme as well as to posts outside the Central Staffing Scheme.

7.3.25 Shri.Vivek Rae, and Dr.Rathin Roy, Members, Seventh CPC have not agreed with the view of the Chairman. Shri.Vivek Rae has elaborated the case for withdrawal of NFU from Organised Group `A` Services as below:

- a) *“In order to address the wide disparity in career progression across different Organised Group `A` Services (Central Services) and to bring about some parity between the IAS and Organised Group `A` Services, the VI CPC had recommended grant of a higher pay scale on non-functional (NFU) basis as per details brought out in para 7.3.18. NFU is presently available to IPS, IFoS and Organised Group `A` Services till SAG and HAG level after a gap of two years compared to an IAS officer of the same batch who is posted at the Centre at the SAG or HAG level. The Chairman, Seventh CPC has proposed to dilute these provisions by linking NFU with “residency” period and removing the two year gap vis-à-vis IAS officers. The Chairman, Seventh CPC has also proposed to extend the NFU dispensation to Defence Forces and CAPFs.*
- b) *After considering the matter carefully, the undersigned is of the view is that instead of further relaxing provisions relating to NFU and expanding the scope, NFU dispensation approved by the Government of India pursuant to recommendations of the VI CPC needs to be withdrawn for the following reasons: In the normal course, career progression in a cadre or service depends on the functions assigned to the service, which in turn dictates the shape of the organization structure, including the steepness of the pyramid. “An organisation is a set of roles graded in authority,” and as the saying goes, “Form follows Function.” Some services have a large base and a steep pyramid, as is the case with the Defence Forces, the CAPFs and some of the slow moving Organised Group `A` Services, especially the Technical and Engineering services. There are other Group `A` Services which have a high level interface with stakeholders and, therefore, enjoy more rapid career progression in view of a larger number of posts available at SAG level and above. Such services include the Indian Foreign Service. A cursory look at the list of 49 Organised Group `A` Services indicates the wide variety of roles and responsibilities envisaged for these services, ranging from the Indian Foreign Service, the Indian Postal Service, the five Accounts services, Indian Revenue Service (IT), the thirteen Engineering services under the Railways, CPWD, Telecom, Power, Water and Defence Forces, the Indian Naval Armament Service, Central Architect Service, Indian Inspection Service, Indian Ordnance Factories Service, three Health Services, Geological Survey of India, Defence Aeronautical Quality Assurance Service, Defence Quality Assurance Service, Survey of India, Group `A` Service, Indian Broadcasting (Programme) Service and Central Labour Service (illustrative list). To strive for uniform career progression across such a diverse set of services and cadres, with widely varying functions, violates fundamental management principles relating to organisational structures. Such a dispensation, with automatic career progression till HAG level, completely buries the concept of merit based career progression and undermines considerations of efficiency and accountability. In effect, the present policy dispensation converts already weak organizational pyramids in*

Organised Group `A` Services into broad cylinders, when in fact, considerations of efficiency and accountability require that the existing cylinders be converted into steeper pyramids.

- c) *Linking career progression in all Organised Group `A` Services and IPS/IFoS with IAS is based on highly fallacious notions of parity and fair play. As the Hon'ble Supreme Court has pointed out in Mohan Kumar Singhania versus Union of India and others in the judgement delivered on 13 September, 1991, "the selection for IAS, IFS and IPS, Group `A` services and Group `B` services are made by a combined competitive examination and viva-voce test. There cannot be any dispute that each service is a distinct and separate cadre, having its separate field of operation, with different status, prospects, pay scales, the nature of duties, the responsibilities to the post and conditions of service, etc. Therefore, once a candidate is selected and appointed to a particular cadre, he cannot be allowed to say that he is at par with others on the ground that all of them were selected by a combined competitive examination and viva-voce test and that the qualifications prescribed are comparable. In our considered view, the classification of the present case is not based on artificial inequalities but is hedged within the salient features and truly founded on substantial differences. Judged from this point of view, it seems to us, impossible to accept the submission that the classification rests on an unreal and unreasonable basis and that it is arbitrary and absurd." The Hon'ble Supreme Court has set out the position with great force and clarity. Seeking uniform career progression for all Organised Group `A` Services and IPS/IFoS on par with IAS on grounds of parity and equal treatment is, therefore, simply not tenable. Seeking uniform career progression even among Organised Group `A` Services till the highest levels in the hierarchy is also not tenable. The principle of "equality of opportunity" cannot be stretched to mean "equality of outcomes."*
- d) *Prior to the VI CPC, the scheme for time bound promotion was broadly uniform across All India services, Organised Group `A` Services and the Defence Forces in that three time bound promotions were available at Senior Time Scale, Junior Administrative Grade and Selection Grade in the first 13 years of service. Officers of the All India Services and Organised Group `A` Services reached the selection grade (GP-8700) in 13 years while the equivalent progression in the Defence Forces was till the level of Lt. Col. (GP-8000) in 13 years. Officers in the Defence Forces were able to reach GP-8700 in the rank of Col. (Selection Scale) in 15 years ("residency" period) with the remaining Lt. Cols. reaching the Col. (Time Scale) in 26 years. (It may be noted that complete parity between the Defence Forces and civil services has never been possible because of the steep rank structure and additional ranks in the officer cadre in the Defence Forces).*
- e) *All promotions beyond GP-8700 in the Defence Forces and the civil services to higher levels were subject to availability of vacancies in the respective cadre. This broad parity was disturbed by granting NFU to IPS, IFoS and Organised Group `A` Services after the VI CPC report, without a similar dispensation being extended to the Defence Forces. Consequently, the Defence Forces officers, who are in no way lower in status or responsibility than Group `A` Central Services, though not classified as such, have fallen steeply behind IPS/IFoS and 49 Organised Group `A` Services. This has*

undermined the status and morale of the Defence Forces and has been a matter of serious concern for them over the last decade. As the Defence Forces have pointed out in their joint service memorandum (JSM), the Defence Forces face an acute problem of stagnation because of their rank structure, and if there was a case for NFU at SAG and HAG level, it should have been given to the Defence Forces before anybody else. In fact, the policy out-come was the reverse, whereby the less disadvantaged Organised Group `A` Services reaped the maximum benefit on untenable grounds of parity with IAS. The undersigned agrees with the view that exclusion of Defence forces from NFU has been unfair. The gap between career progression in the Defence forces in comparison with 49 Organised Group `A` Services and IPS/IFoS, which was already large, has been stretched beyond reasonable limits.

- f) *In their JSM, the Defence Forces have asked that NFU be extended to Defence service officers, mutatis-mutandis. Prior to extension of NFU to Defence Forces, they have suggested that the Grade pay of officers be revised as under:*

Sl.No.	Rank	Existing Grade pay (₹)	Proposed Grade pay (₹)
1.	Leftinent	5400	5400
2.	Captain	6100	6600
3.	Major	6600	7600
4.	Leftinent Colonel	8000	8700
5.	Colonel	8700	9000
6.	Brigadier	8900	9500

- g) *The matter regarding higher grade pay for Defence Forces officers has been examined and it has not been possible to agree to the demand for higher grade pay, as elaborated in Chapter 6.2. Consequently, the grant of NFU cannot be considered, mutatis-mutandis. In their supplementary memorandum, the Defence Forces have further recommended that the grade pay for Defence Forces officers be determined by de-linking it from rank and linking it with the length of service. Defence Forces have pointed out that beyond the rank of Col., due to adverse cadre ratio, Defence Forces officers attain higher grade pay much later than their civilian counterparts. For example, Defence Forces officers get the GP 10,000/- (Joint Secretary/SAG) at 32 years of service (0.60 percent officers get this) as against 18-20 years of service in respect of IAS and Organised Group `A` Services (100 percent officers get this). Majority of Defence Forces officers retire at much lower grade pay compared to their civilian counterparts. They have accordingly proposed that a Defence Forces officer should get the same grade pay as the civil service officer gets for the same length of service. This would imply grant of SAG scale for the same batch of Defence Forces officers on par with Organised Group `A` Services, in the same time duration (i.e 18-20 years).*
- h) *The Defence Forces have stated that they fully meet the attributes of an Organised Group `A` Service, promulgated by DoPT, and there is no basis for denying them NFU simply on the ground that they are not classified as an Organised Group `A` Service.*

- i) *The Defence Forces have also highlighted that they have lost status in a multi-cadre involvement with respect to the following Organised Group `A` Services with whom the Defence Forces have a close interface (officers of Defence Forces are also deputed to these organizations):*
- i. *Indian Naval Armament Service;*
 - ii. *Indian Ordnance Factories Service;*
 - iii. *Indian Defence Service of Engineers (MES);*
 - iv. *Defence Aeronautical Quality Assurance Service;*
 - v. *Defence Quality Assurance Service;*
 - vi. *Defence Research and Development Service*
 - vii. *Survey of India Group `A` Service*
 - viii. *Border Roads Organization.*
- j) *Defence Forces have further pointed out that while they have time bound promotion till GP 8700 (Colonel), the glaring difference with the civil services is that the Col. Rank (Selection grade) (GP-8700) is achieved at 16-21 years of service (even though “residency” period is 15 years) while Colonel (time scale) reaches this in 26 years. In comparison, officers of Organised Group `A` Services reach GP 8700 in half the time i.e., 13 years. The pyramid is much steeper in the Defence services at higher levels.*
- k) *The proposal of the Defence Forces to delink grant of NFU from rank and link it with length of service can be considered in several ways:-*
- i. **Option-I:** *If NFU is granted to Defence Forces officers on par with Organised Group `A` Services, it would imply sanctioning SAG scale to all Defence Forces officers of a particular batch in the same timeframe as available for officers of Organised Group `A` Services. Consequently, all Defence Forces officers of each batch would get SAG scale in about 18-20 years, regardless of the “residency” period for SAG scale. It is only in this manner that full parity can be established between the Defence Forces and Organised Group `A` Services. However, this would imply that officers of Lieutenant Colonel rank with 13 years of service and Colonel rank (selection scale) with 15 years of service would get SAG scale in 18-20 years, thereby resulting in a triple promotion for Lieutenant Colonels and a double promotion for Colonels(Selection scale). The principle of merit based selection for Colonel (Selection scale) and also for higher levels would also be undermined. This would wreak havoc with the rank structure in the Defence Forces and is clearly not a tenable proposition. In no organisation can pay be delinked completely from rank.*
 - ii. **Other options:** *The other options available will not serve to bring Defence Forces officers on par with Organised Group `A` Services. For instance, if grant of NFU is linked with “residency” period, (i.e) qualifying service in the next lower post, then Lieutenant Colonels (time scale) would get Colonel’s scale in 26 years, as they presently do. They would not be eligible for Brigadier’s scale since only Colonel (selection scale) is eligible for promotion as Brigadier, a position for which Lieutenant Colonel (time scale) has not been found fit. All Colonels (selection scale) would be eligible for pay scale of Brigadier after 23 years on completion of the “residency” period. This would obliterate the distinction between*

Colonels selected for the rank of Brigadier on substantive basis from Colonels overlooked, and would undermine the principle of merit based progression in the armed forces.

Similarly, all Brigadiers would get SAG scale in 25 years after completion of the “residency” period, while only a select few would pick up the rank of Major General in about 32 years. This would again undermine merit based promotions in the Defence Forces, and create a false sense of parity based on pay scales.

From the above, it is evident that the earliest a Defence Forces officer can get SAG scale is in 26 years (that too for a select few) compared to 18-20 years in Organised Group `A` Services (sought to be further reduced to 17 years). Grant of NFU to Defence Forces officers, keeping in view the rank structure and “residency” period would, therefore, continue to perpetuate the disparity between Defence Forces officers and Organised Group `A` Services. This disparity can never be bridged unless option-I is considered. The same logic applies to CAPFs.

- l) The special problems that the Defence Forces face with regard to the eight Organised Group `A` Services, with whom they have a close interface, also cannot be resolved under the existing NFU dispensation. At the same time, the dissonance between the Defence Forces and these 8 Organised Group `A` Services, as well as the adverse impact on command and control, is clearly an undesirable and unacceptable outcome which has lowered the morale and status of Defence Forces officers. Such a situation cannot be allowed to continue. The only way in which some semblance of parity can be restored is by withdrawing NFU from Organised Group `A` Services.
- m) It is clear that the idea of linking NFU for the Defence forces with the “residency” period does not bring the Defence forces on par with Organised Group `A` Services. Even otherwise, the idea of linking NFU with the “residency” period is untenable. In the case of CRPF (CAPF), the “residency” period for IG scale is 24 years. On this basis, officers in CAPFs will pick up the SAG scale in 24 years as compared to 25 years for Defence forces.

In the case of IAS/IPS/IFoS, the residency period for SAG scale is 16 years/ 18 years/ 18 years. For HAG scale the residency period is 25 years.

In the case of Organised Group `A` Services, the residency period is 17 years for SAG scale, 20 years for HAG scale, 21 years for HAG+ scale and 22 years for Apex scale, as per DoPT O.M. dated 12 March, 2010. Consequently, an officer in a fast moving Organised Group `A` Service could well get HAG scale in 20 years compared to 25 years for IAS/IPS/IFoS. Since empanelment under CSS is proposed to be linked with “residency” period, officers of fast moving Organised Group `A` Services could also claim to be empanelled at HAG level in 20 years. None of the above outcomes is acceptable on the basis of well established relativities of the civil service structure.

The basis for fixing “residency” period is arbitrary across services, and bears no relationship with actual career progression in different services. Even otherwise, the “residency” period only indicates the minimum qualifying service required to move to the next level. It can by no means be construed to be an automatic trigger for moving to the next level. The concept of “residency” period therefore cannot provide a valid basis for grant of NFU.

- n) *The main impact of NFU on Organised Group 'A' Services has been accelerated financial progression by delinking pay scale from rank. The case for this accelerated financial progression beyond the level of NFSG (Director) is weak, considering that Director level functionaries across all services, including the Defence Services and CAPFs, were the biggest gainers from the pay hike announced by GoI after submission of the VI CPC report. Director level functionaries received a pay hike of 56.3 percent compared to Deputy Secretary (16.4%) and Joint Secretary (7.5%). This was a veritable bonanza awarded by GoI at the Director level (GP-8700). In addition, GoI sanctioned a liberal regime for increments at the rate of 3 percent per annum (compounded) within expanded pay bands. This regime enables Director level functionaries to reach the SAG scale through passage of time, even if they do not get any further promotion. In this situation, there was no case for further financial upgradation in a time bound manner through NFU, till the level of SAG and HAG.*
- o) *In the view of the undersigned, it was a mistake to grant NFU to 49 Organised Group 'A' Services, IPS and IFoS till HAG level on untenable grounds of parity with IAS. Exclusion of Defence forces and CAPFs only aggravated the mistake. This mistake will be further aggravated by extending NFU to Defence forces and CAPFs as proposed by Chairman, Seventh CPC in para 7.3.21. The domino effect of such a dispensation on unorganised Group 'A' Services, Group 'B' Services and Group 'C' Services would follow, with demands for NFU already being raised by some of these groups. Further, it would not be long before the last bastion (i.e.,) Apex scale is breached by the NFU juggernaut on grounds of parity with the IAS. This would certainly merit mention as a world record for career progression in government bureaucracies.*
- p) *The rationale for rejecting grant of NFU till SAG and HAG level to Defence Forces has been explained by Ministry of Defence as: "The issue was examined in the Ministry by a Committee headed by the Cabinet Secretary. The Committee in its report which was accepted by the government has noted that the service conditions of Defence Forces are quite different from those of civilian employees. Benefits in the form of Military Service Pay and various allowances are also available to the Defence Forces officers which are not available to civilian officers. It is, therefore, not logical to compare the earnings of two services. Further, Defence Forces officers are covered by a separate time bound promotion scheme upto the level of Colonel. The scheme of non-functional upgradation is applicable only for Organised Group 'A' Services and was extended to IPS/IFS. The requirements related to command and control, the norms for recruitment, promotion and the rank structure of the Defence Forces are not identical to those of Group 'A' cadres. The average age of entry of Commissioned Officers is lower than that of those joining Group 'A' Services. In view of the above, the Committee did not made any recommendation on this issue."*
- The above rationale applies equally to 49 Organised Group 'A' Services who have been extended NFU. The requirements related to command and control, the norms for recruitment, promotion and the rank structure in the 49 Organised Group 'A' Services can vary widely, depending on the functions performed by each service. These 49 Organised Group 'A' Services simply cannot be painted with the same brush. The rationale for rejection of NFU for Defence Forces, therefore, applies equally to the 49*

- Organised Group `A` Services. Further, the average age of entry has no bearing on this matter since the vast majority of officers of Defence Forces also retire much earlier.*
- q) *After careful consideration of the matter and evaluation of various options, the undersigned is of the view that NFU at SAG and HAG levels should be withdrawn from all Organised Group `A` Services and the status quo ante prevailing prior to the VI CPC restored. All promotions beyond NFSG (Director) level (Grade pay 8700) should be based on availability of vacancies and there should be no non-functional upgradation in any service beyond this level. Each service must progress as per its cadre structure and senior level positions and pay scales should not be available to everybody as a matter of course. Cadre reviews should be undertaken in respect of services which face slow career progression beyond NFSG level, and the problem addressed through better cadre management. In no organisation can pay be delinked completely from rank, with officers claiming entitlement to the highest pay scales without occupying the corresponding rank.*
- r) *At best, Housing and Travel entitlements at SAG level should be given across the board to all services including Defence forces, CAPFs and unorganised Group `A` Services, on completion of 25 years of service, in case SAG scale has not been granted on substantive basis by then. This will provide some relief to slow moving services like the Defence forces, CAPFs, and Technical Group `A` Services, which are the most disadvantaged because of their steep pyramidal structures. Existing beneficiaries under the prevailing NFU dispensation may be allowed to avail the higher entitlements to Housing and Travel on a “personal” basis. Their salary may be fixed in the new pay matrix as per the relevant “fitment” factor (to ensure pay protection), but in replacement scales equivalent to scales they were drawing prior to grant of NFU. The other option is to give replacement scales based on NFU scales. GoI may take a view in the matter, as appropriate.”*

7.3.26 Dr. Rathin Roy, Member, Seventh CPC has further elaborated the case for withdrawal of NFU as below:

- a. In para 7.3.6 of the Chapter 7.3, the Commission noted that “there is pervasive feeling of inequity which is leading up to a sense of disenchantment.” To address this, a number of recommendations have been made by different Central Service Group `A` associations on pay, career progression, employment etc. One of these pertains to Non-Functional Upgrade (NFU). The Chairman’s views on the subject have been recorded in paragraphs 7.3.21 to 7.3.24.
- b. I, along with my colleague Mr. Vivek Rae, am in dissent with this view. While in complete agreement with his views on the matter, I wish to make the following additional observations to clarify the reasons for my dissent:
1. *“The Group-A Central Service officers as well as All India Service Officers are recruited at an entry level which corresponds to junior management. Through efflux of time, in 13 years, all officers so recruited who fulfil minimum performance and ethical standards and maintain discipline are guaranteed promotion to a level equivalent to the substantive rank of Director in the Government of India. Such*

time-bound and speedy career progression to upper middle management grade is extremely rare, if not unique, in Civil Services worldwide.

2. *Over and above this rapid promotion, all Central Service Group-A officers are presently entitled to the same pay and allowances that a Joint Secretary to Government of India is entitled to, within two years of the substantive attainment of that rank at the centre by an officer of the IAS through NFU. The Chairman proposes to further extend this NFU from the senior administrative grade to the higher administrative grade for officers who put in requisite number of years. In practice, this would mean that all officers who have joined government sufficiently early would secure non substantive pay and allowances equivalent to the current HAG grade.*
3. *In my opinion the granting of NFU at the upper middle and upper levels of the civil service is detrimental to both efficiency and incentive based career progression. It is right and appropriate, as in the case of Armed Forces, that some pyramidal structure be maintained so that the pay and allowances drawn by officers are accorded for occupying a substantively higher level of responsibility. Selection for higher levels necessarily needs to be merit based, not seniority based. The NFU concept completely negates this.*
4. *Most Group 'A' Central Services are already highly cylindrical in nature and therefore it is not the case that there exist limited opportunities to aspire to substantive promotions to HAG grade within these services. In any case, the appropriate instrument to design a career structure, and to allow for suitable career progression opportunities at the senior level consistent with the needs of the jobs done by different Group-A personnel, is the cadre review mechanism on which this report has deliberated at some length.*
5. *Common recruitment for different services does not mean an automatic entitlement to equity in career progression. In my view, there is no automatic entitlement or benchmarking of promotions in any specific service relative to any other service, whether Group-A Central Service or All India Services. If the above principle were not maintained, then in the interest of equity, it would be unacceptable to apply different principles to the Civil Services, Armed Forces, CAPFs and other Central paramilitary organisations. Indeed, the consequence of the Chairman's recommendation is the automatic extension of the NFU to these branches of government as well. I strongly feel that this would be hugely detrimental to the efficiency of government and to improving the effectiveness and accountability of a system which is already facing severe challenges on this score, not least at the senior level. Since I agree with the principle of equality elaborated by the Chairman in paragraph 7.3.21, I cannot also support the continuity of the existing NFU for Group 'A' Central Services.*
6. *Based on this reasoning I join the dissent of my colleague Mr. Vivek Rae and recommend that NFU at the Group 'A' level be completely done away with.*
7. *Given the relatively lower grade of entry at the Group 'B', and 'C' levels and limited opportunities for substantive promotions, I would like to emphasise that non-functional career progression opportunities like MACP and other systems*

recommended in this report be continued and this dissent be read as applied solely to Group `A` Central Services officers, All India Services officers and officer cadres in the Armed Forces, CAPFs and paramilitary organisations.”

Empanelment and Posting under Central Staffing Scheme

7.3.27 Introduction of transparency and provision of a level playing field for appointment of officers to posts at the level of Joint Secretary and above under the Central Staffing Scheme as well as greater representation at these levels has been a long standing demand of almost all the Group `A` Service Associations. These have been articulated before past Pay Commissions as well. Most of the Associations have pointed out that the substantial time lag between the empanelment of IAS officers and those belonging to the Central Services continue. For Officers belonging to many of the services the opportunity does not present itself at all. The Commission interacted with all the Group `A` Services, and they have all, without exception, demanded that the Services should have equal opportunities to man the senior-most posts in various ministries, and that the near monopoly presently enjoyed by the IAS in this regard should cease.

7.3.28 In this context discussions were held with the Department of Personnel and Training so as to get a clear understanding of the process of empanelment and selection of Officers for manning senior positions in Government of India. The position of the department is that the process is fully streamlined and transparent. Every service is taken up for empanelment, batch by batch as soon as the particular batch is due. They however, highlighted several administrative issues that hinder the process. These relate to non-availability of APARs and vigilance clearance in time. In the interest of rationalized assessment, the batch as a whole is taken up for empanelment. Therefore, the documentation in respect of the *entire* batch is required to be available, before the process can begin. Delays in empanelment are as result of failures in this chain.

7.3.29 Once the empanelment process is done, the procedure for selection of individuals for specific posts is through the Civil Services Board. The DoPT explained that it is *de rigueur* for a panel of three names to be prepared for each post. Such panels are drawn up with one name from the IAS and two from other Group `A` Services and it is from amongst these that the selection is made. Therefore, *de jure* there is indeed a level playing field.

Analysis and Recommendations

7.3.30 The analysis reveals that there are two parts to the problem—first, that there are very few officers of the Central Services being empanelled. The second is an outcome of the first, in that because empanelled officers are few the senior positions being manned by the Central Services are very few. The reasons are analyzed as below:

7.3.31 Delayed Promotion

- a. The eligibility, for being considered for empanelment at the Joint Secretary level is uniform for all Central Services. Officers are required to have rendered 17 years of service in Group `A` and should be drawing pay in the scale of ₹37400-67000, with a GP 10000.

- b. For the AIS, the conditions are: *“For the AIS, the appointment of at least one officer of the batch year of the service of any State cadre in the scale of ₹37400-67000, with a GP 10000 (pre-revised ₹18400-22400) would be a pre-condition for consideration of an officer of a particular year of allotment.”* With this provision, theoretically, an AIS officer need not actually be promoted to the SA Grade to be considered for empanelment. It needs only *one officer from a batch in any of the States* to be promoted to the grade, to render the whole batch eligible. This condition is achieved in the minimum possible time (16-17 years).
- c. On the other hand, officers of Central Services have to await actual promotion to the SA Grade, which is vacancy-based and which could take anywhere between 18-25 years.
- d. Getting the NFU does not render an officer eligible to apply for empanelment in the Central Staffing scheme even though the VI CPC had, vide para 6.1.9 of its report, recommended that *“For selection to SAG/HAG level posts, all Group ‘A’ officers who are already in the SAG/HAG levels respectively in their own cadre including those who have been given the scale non-functionally on personal basis would be eligible.”*
- e. A key reason for slow promotion in the Central Services is the inadequacy of senior level posts in the respective Services. The position is compounded by cadre reviews not being done in time. This aspect has been dealt with earlier in this report in para 7.3.14 above. In the case of some cadres poor cadre management is an added reason.

Delay in Empanelment Process

7.3.32 There is yet another issue that delays the process of empanelment. To eliminate possible biases in the assessment of individual officers, entire batches are required to be taken up together, while being considered for empanelment. Many of these services have a huge intake every year. Therefore, the administrative process of putting the necessary papers together is all the more difficult. In many of these services, usually technical, a large percentage of officers may not even be interested in the process of empanelment or in central deputation. Notwithstanding, the stipulation that the batch has to be taken up in entirety delays the whole process. This delay contributes to fewer Central Service officers getting empanelled.

7.3.33 The combined effect of all the factors detailed above is that while the empanelment of IAS Officers takes place as soon the minimal conditions are achieved, that of other services takes longer. The natural fall-out then is that there is a preponderance of IAS representation in the panel. This in turn is reflected when officers on the panel are actually considered for being placed in vacancies. The Table 2 below shows the number of officers from the various Services represented at the levels of Secretary, AS and JS.

Table 2: Number of Officers from the Service represented at Joint Secretary and Additional Secretary levels as on 21.9.2015 and Secretary to Government of India as on 04.09.2015
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S. No.	Name of the Service		Number of Officers from the Service Represented at Various Levels		
			Secretary	Additional Secretary	Joint Secretary
1.	Indian Administrative Service	IAS	73	98	249
2.	Indian Police Service	IPS	01	-	08
3.	Scientists		10	-	-
4.	Indian Legal Service	ILS	02	-	-
5.	Indian Foreign Service	IFS	-	-	05
6.	Indian Information Service	IIS	01	-	02
7.	Indian Forest Service	IFoS	02	01	27
8.	Indian Defence Accounts Service	IDAS	-	-	16
9.	Indian Audit and Accounts Service	IA&AS	-	03	16
10.	Indian Railway Accounts Service	IRAS	-	-	05
11.	Indian P&T Accounts and Finance Service	IPTFAS	-	01	05
12.	Indian Civil Accounts Service	ICAS	-	-	06
13.	Indian Railway Traffic Service	IRTS	-	01	02
14.	Indian Railway Personnel Service	IRPS	-	-	06
15.	Indian Revenue Service (IT)	IRS(IT)	-	01	08
16.	Indian Revenue Service (Customs and Central Excise)	IRS (C&CE)	-	02	02
17.	Indian Postal Service	IPoS	01	-	06
18.	Indian Economic Service	IES	-	-	05
19.	Indian Trade Service	ITS	-	-	01
20.	Indian Railway Service of Mechanical Engineers	IRSME	-	-	01
21.	Indian Railway Service of Civil Engineers	IRSCE	-	-	01
22.	Indian Railway Service of Electrical Engineers	IRSEE	-	-	03
23.	Central Secretariat Service	CSS	-	-	17
24.	Research and Analysis Service	RAS	01	-	-
	Total		91	107	391

(Source: [http://persmin.gov.in/DoPT_Citizen Corner](http://persmin.gov.in/DoPT_Citizen_Corner))

7.3.34 Representatives of all Central Services have drawn the attention of the Commission to the fact that continuation of the existing process perpetuates the restriction of opportunities for the Central Services. As a result, such of those in the Central Services who have the necessary background, training and experience to be able to perform well and contribute in the policy making echelons of the CSS, are precluded from doing so. The demand of all Group 'A' Central Services is that there should be a level playing field in the entire process, so that all Services have an equal chance to be considered for empanelment. There were also demands that based on the nature of work involved, certain posts in certain departments should be earmarked for officers from those Services whose core work is related to the concerned area.

7.3.35 In working out the emoluments structure, the Terms of Reference of the Seventh CPC require the Commission ***“to work out the framework for an emoluments structure linked with the need to attract the most suitable talent to government service, promote efficiency, accountability and responsibility in the work culture, and foster excellence in the public***

governance system to respond to the complex challenges of modern administration and the rapid political, social, economic and technological changes, with due regard to expectations of stakeholders, and to recommend appropriate training and capacity building through a competency based framework.”

7.3.36 Civil servants today need to be focused on outcomes, not processes, and have to be more accountable for delivery. They have to be agents of change and to this end need to be more agile, more technically savvy and to be able to ensure the economic and public service reforms that are essential.

7.3.37 The Chairman, Seventh CPC and Dr. Rathin Roy are of the view that roles in senior management and administrative positions in government have evolved considerably and are growing progressively more technical, requiring specific domain knowledge. In this scenario, it is keenly felt that there needs to be a paradigm shift and the methodology that has been adopted in the past, namely of a seniority driven approach within the various services, has to be revisited. With the role of government in development and in making the country a market driven, investor friendly economy, key functionaries who should be evolving policy and driving the development process should be ones who have the requisite domain knowledge and sufficient experience in the departments/areas that they are required to head. In this context, that the service related claims for any top position are not relevant anymore, and what is important is that the right person is selected for every job. The analysis and the recommendations in the paragraphs that follow reflect this approach.

Shri.Vivek Rae, Member, Seventh CPC is of the view that these observations call for a paradigm shift from a cadre based Civil Service structure to a post based structure including induction of lateral entrants from outside government. While this issue can be debated (and has been debated), it falls well beyond the mandate of this Commission.

7.3.38 In this regard various suggestions have been made by earlier Commissions/Committees. The most recent has been the report of the group constituted to review the system of performance appraisal, promotion, empanelment and placement for the All India Services and other Group `A` Services viz., the Surinder Nath Committee which was set up December 2002. The approach suggested by this committee was that the skills and background of officers be carefully matched to the requirements of particular positions, while not confining individual officers to narrowly defined tasks or sectors. It was recommended that eleven domains be identified and as part of the empanelment process at JS/AS levels each officer's domain expertise be specifically identified.

7.3.39 In this context, the Chairman, Seventh CPC and Dr. Rathin Roy recommend a rigorous and active process of selection from amongst all the Organised Group `A` Services to draw up panels of officers considered suitable for posting at the level of JS and above. The assignment of domains at the stage an officer applies for empanelment to be considered for the level of JS and above is considered appropriate.

7.3.40 Given the complexities of modern day governance, the existing system of generalists manning senior policy making positions and shifting from one field to another in short spans of time, is considered not just outmoded but inimical to effective policy making. Therefore, the

selection of officers with the requisite domain knowledge, with sufficient experience in the given field, and with sufficient length of balance service, would ensure that each sector gets not only the right person to head it but also the required stability and long term vision.

7.3.41 Chairman, Seventh CPC and Dr. Rathin Roy have recommended the following:

- i. **General: All officers of All India Services and Central Group 'A' Services participating in the Central Staffing Scheme who have put in 17 years of service will be eligible to apply. Since the pay structure being recommended is an open ended matrix, the existing proviso for the AIS, viz., the appointment of at least one officer of the batch year of the Service from any State cadre in the (pre-revised) scale of ₹37400-67000+GP ₹10000 should be dispensed with.**
- ii. **Screening Process: The screening for empanelment should be carried out by a separate body, specifically constituted for the purpose. The committee should ideally consist of the following:**
 - a. **Chairman, UPSC or, in his absence a Member nominated by him;**
 - b. **Two members at the Secretary level, one from the IAS and one from one of the other Central Services;**
 - c. **At least two subject experts**

The assignment of domains should be a part of the empanelment process at the JS/AS levels. Officers applying for empanelment should indicate the domain they wish to be assigned. Consideration of their request by the empanelling body would be done taking into account their existing domain expertise, academic background, experience, training courses undergone, with an appropriate weightage for each parameter.
- iii. **Selection process:**
 - a. **Vacancies may be notified, or advertised well in advance, along with an indication of the domain expertise required. The officers possessing the required domain knowledge and already empanelled would be free to 'apply' to the position concerned. The selection may be carried out by a Committee with a broad representation (inclusion of a domain expert being mandatory).**
 - b. **An officer may apply for at most three positions in a calendar year.**
 - c. **The collective effect of the above recommendations would be that officers would have an incentive to work towards knowledge and experience in specialized areas, which in the long run would be to government's advantage.**

The concluding view of the Chairman is *“that the main cause for resentment among services is that over a period of time IAS has arrogated to itself all power of governance and relegated all other services to secondary position. All posts covering majority of domains are today manned by IAS, be it a technical or administrative which is the main cause of grievance. It is time that government take a call that subject domain should be the criteria to man the posts and not a generalist. If fair and equitable treatment is not given to all Services, then the gap between IAS and other services will widen and it may lead to a chaotic situation and it will not be good for the governance and country.”*

7.3.42 Shri.Vivek Rae, Member, Seventh CPC has not agreed with the observations and recommendations regarding empanelment and posting under the Central Staffing Scheme in paras 7.3.39, 7.3.40 and 7.3.41. His views are elaborated below:

- a) The Central Staffing Scheme (CtSS) deals with the procedure for selection and appointment of officers to Central Secretariat posts of and above the rank of Under Secretary and certain non-secretariat posts. The scheme has been in operation for nearly six decades. Appointments are made by borrowing officers from the All India Services and participating Group `A` Services for specific periods. The rationale for such a scheme is the Centre's need for fresh inputs at senior levels in policy formulation and programme implementation.
- b) The CtSS has eligibility criteria for appointments at various levels. One of the stipulations at JS level is that an officer should have 17 years of service and should be drawing pay in the SAG scale in the parent cadre. The Chairman, Seventh CPC has proposed to relax this criteria by removing the stipulation about drawing SAG scale in the parent cadre. This is proposed to provide accelerated (and equal) opportunity to participating Organised Group `A` Services for empanelment under CtSS at JS level. The edge of two years available to IAS officers for empanelment is also sought to be removed.
- c) In order to appreciate the rationale behind the objectives of the CtSS, it is necessary to examine the objectives for establishing the All India Services, especially IAS.
- d) Sardar Patel underlined the rationale for the IAS as: *"It is not only advisable but essential if you want to have an efficient service, to have a Central Administrative Service in which we fix the strength as the Provinces would require them and we draw a certain number of officers at the Centre, as we are doing at present. This will give experience to the personnel at the Centre leading to efficiency and administrative experience of the District which will give them an opportunity of contact with the people. They will thus keep themselves in touch with the situation in the country and their practical experience will be most useful to them. Besides, their coming to the Centre will give them different experience and wider outlook in a larger sphere. A combination of these two experiences would make the services more efficient. They will also serve a liaison between the provinces and the government and introduce certain amount of freshness and vigour in the administration both of the Centre and the Provinces."*
- e) The concept of the All India Services is rooted in the continuous flow of officers from the field level in the States to policy (and operational) levels at the Centre and vice-versa. This is a foundational principle on which the edifice of All India Services was erected, keeping in view the federal structure and the vast diversity and sub-continental dimensions of this country. There would have been no need for All India Services borne on State cadres if this two-way flow was not envisaged. Central services would have sufficed for the Central Government and State services for State Governments. (This is in fact the case in many countries, both developed and developing). The All India Services and CtSS are, therefore, two sides of the same coin. It is for this reason that the Central Deputation Reserve (CDR) for the IAS and IPS has been fixed at max 40

percent of senior duty posts, while the deputation reserve (not CDR) for Central Group `A` Services is kept at max 5 percent.

- f) The Commission on Centre State Relations (1988) went into this matter in depth. It enunciated its views in Para 8.9.01 and 8.9.03 of its Report.

I. *“Para 8.9.01: If the policy of deputing to the Union 40 percent of the officers eligible to hold senior posts is strictly followed, every one of them would have to serve at the Union for 2 to 3 spells, each of 5 years, if he is a direct recruit and for 1 or 2 such spells if he is an officer promoted from one of the State Service*

II. *Para 8.9.03: We suggest that there should be an element of compulsion in the matter of deputation to the Union. The informal practice followed by the State Governments of obtaining the consent of the officers who are to be sent on deputation should be given up. Every All India Service officer, whether he is a direct recruit or a promoted officer, should be required to put in a minimum period under the Union Government and, for this purpose, the minimum number of spells of deputation to the Union should be laid down for direct recruits and promoted officers, separately.”*

- g) The logical corollary of a much lower Deputation reserve for 34 Central Group `A` Services listed as participating in the Central Staffing Scheme, is that their participation is not envisaged to be on an equal footing. (The list of 34 participating Group `A` Services and 3 AIS is at Annex-I). Organised Group `A` Services are constituted to function in specified functional domains. The IPS and IFoS also function in specified domains. It is only the IAS which has a much wider remit, cutting across various domains which figure in the Central List, State List and Concurrent List under Schedule VII of the Constitution. The IAS comprise a general management cadre, constituted to provide leadership spanning the entire spectrum of functional responsibilities and administrative boundaries of government at Central, State and Local level. It is this broad spectrum job profile which equips IAS officers to occupy senior positions under the Central Staffing Scheme. Their pivotal role in servicing Parliamentary democracy, both at the Central and State level, and keeping the wheels of the Indian Federal structure well lubricated, is also crucial.

- h) The key concept behind the Central Staffing Scheme is that officers bring experience and knowledge garnered from the field into policy making positions in GoI and take back the policy experience gained in GoI to the State. Consequently, it would not be reasonable to expect persons from the Geological Survey of India, Indian Naval Armament Service or the Indian Ordnance Factories Service (illustrative list) to stake equal claim to all Joint Secretary level posts under the CtSS. Would it make sense to post officers from these services in the Ministry of Women and Child, looking after child nutrition or women's empowerment? Where would officers of the eight Group `A` Services under the Ministry of Railways expect to work, except in the Railways? Would it be reasonable to expect officers of the Indian Railway service of Signal Engineers or Mechanical Engineers to man JS level positions in the Ministry of Health, Ministry of Culture or Ministry of Agriculture and Animal Husbandry? What domain

knowledge would they bring to such assignments and what relevant knowledge would they carry back to their parent cadre?

- i) The case of the eight Organised Group `A` Railway services illustrates the general situation of Organised Group `A` Services. These Railway Services presently have 157 officers on deputation at SAG level. Most of these officers occupy ex-cadre posts under the Ministry of Railways in organizations like RITES, IRCTC, RVNL, CONCOR, IRCON and other SPVs, and not under CtSS. (There are only 17 officers at SAG level under CtSS, as per Table 2, para 7.3.33). This is as it should be. All Organised Group `A` Services must seek opportunities in ex-cadre posts under their ministries, which they are well equipped to handle. At the same time, it must be noted that such ex-cadre opportunities are bound to vary across ministries, services and functions. To expect all services to enjoy similar ex-cadre opportunities would neither be reasonable nor legitimate.
- j) It is clear that the role of Organised Group `A` Services in manning JS level and above posts under CtSS is limited by design. The staffing position under CtSS indicated in Table 2 (para 7.3.33) reflects the logic of this situation. Unfortunately, the Central Staffing Scheme does not convey clearly that the 34 Central Group `A` Services are not envisaged to be equal participants under the scheme. The level and extent of participation has been left open ended, creating ambiguity, misconception and unrealistic expectations. To remedy this, the guidelines of the CtSS should be revisited by DoPT and fresh guidelines issued. The list of Central Group `A` Services participating in the Central Staffing Scheme should be pruned, since many of the services have no role whatsoever in manning Joint Secretary level and above positions under the Central Staffing Scheme.
- k) There needs to be a reasonable relationship between the number of posts under the Central Staffing Scheme and the size of the panel for filling these posts. Merely increasing the number of officers available on the panel would be an exercise in futility and would make it difficult to form panels for specific posts. 50 percent of each batch cannot be empaneled, since adequate number of posts are simply not available. This aspect needs to be kept in view while deciding about the level and extent of participation of Central Group `A` Services in the Central Staffing Scheme.
- l) The fundamental issue of fitting square pegs into round holes remains. Surely, GoI cannot place Bharatnatyam dancers in the Indian football team, or vice-versa, even though this does happen sometimes.
- m) One of the stipulations under the Central Staffing Scheme is that for empanelment for Joint Secretary, an officer should have 17 years of service and should be drawing pay in the SAG scale in the parent cadre/service. (Similar stipulations exist at all levels). The Seventh CPC has proposed to relax this eligibility criteria (only at SAG level), by removing the stipulation about obtaining SAG scale in the parent cadre. (para 7.3.41). In effect, officers in Central Group `A` Services with 17 years of service, regardless of level, would be eligible for empanelment as Joint Secretaries. This is proposed to provide equal opportunity to Central Group `A` Services. This stipulation, besides diluting existing conditions, also removes the 2 year edge in empanelment available to IAS officers, and goes well beyond the recommendations of the VI CPC.

- n) Regarding the two-year edge in empanelment, the VI CPC noted that the gap between empanelment of IAS officers and empanelment of officers of Group 'A' Central Services had increased well beyond two years. The VI CPC thought it appropriate to reduce this gap to a maximum two years. While GoI issued orders regarding NFU on the lines recommended by VI CPC and retained the gap at 2 years for NFU and empanelment, it did not allow Group 'A' services to be empaneled at SAG level on the basis of NFU. In other words, the stipulation that officers of Organised Group 'A' Services should have got SAG scale in their parent cadre on substantive basis for being eligible for empanelment as Joint Secretary in GoI was not relaxed. This is now proposed to be diluted by the Seventh CPC with both NFU and eligibility for empanelment at SAG being determined by the "residency" period (i.e.,) 17 years. As has been brought out in para 7.3.25 (m) of my note on NFU, the concept of the "residency" period is not a valid basis either for grant of NFU or career progression in general. Grounds for parity with IAS are also not tenable for reasons elaborated by the Hon'ble Supreme Court in the Mohan Kumar Singhania case (refer para 7.3.25 (c) of my note on NFU). The two year edge for IAS for empanelment under CtSS therefore cannot be questioned on grounds of equity or fair play.
- o) It has been brought out in Para 7.3.27 that as soon as any officer of All India Services in any cadre gets SAG scale, all officers of that batch are eligible for empanelment as JS under CtSS. This is an enabling provision to initiate empanelment and does not imply relaxation of empanelment criteria. All AIS officers must attain SAG scale in their cadre prior to empanelment. DoPT needs to make this clear while reviewing guidelines under CtSS. This stipulation should not be relaxed either for AIS or for Group 'A' Central Services.
- p) With regard to transparency in the empanelment process, DoPT has clarified that the empanelment is done batch-wise for each service by an expert panel of retired Secretary level officers, which is constituted for a period of 2 years. Each service has a different panel and they contain 2 members from the service being considered for empanelment, one from the IAS and one from among other services. The present dispensation ensures full transparency and objectivity in the empanelment process and there is no need to establish Committees under UPSC members for this purpose. There are limits to which executive authority can be "hollowed" out, leaving only a shell depleted of executive authority. It may also be noted that considerable weeding out takes place during the empanelment process, regardless of seniority.
- q) With regard to assigning domains during empanelment, it may be noted that several Committees and Commissions have made recommendations in the matter. The competency based framework developed by DoPT for human resource management focuses on ethos, ethics, equity and efficiency. While domain knowledge is relevant, it is not the most important factor at policy making level, where general management skills play a more important role. Even otherwise, an IAS officer, who is a general administrator par-excellence, acquires knowledge of at least a dozen domains over 35 years and to force fit such officers into 2 or 3 domains for empanelment does not do justice to their multi-skill profile. In any case, some matching of the job profile and officer profile does take place at the time of placement, though this is not a perfect fit

or an overriding consideration. There are any number of Doctors, Engineers, IT professionals, MBAs, Historians, Economists, Veterinarians, Mathematicians, Scientists and the like in the IAS as well as in other civil services. That does not mean that they must get roles consistent with their educational qualifications or domain knowledge. A fair degree of specialization also occurs during the career progression of IAS officers, and to label them simply as “generalists” does not do justice to their rich experience and complex profile.

- r) The All India Services were conceived by the founding fathers of the Indian Republic immediately after independence. They have been subjected to severe pressure over the last six decades, but have come out on top. The pressures on the AIS structure have been graphically described in Para 8.10.02 and 8.10.05 of the Report of the Commission on Centre State Relations (1988).

- I. *“Para 8.10.02: In this connection, it is necessary to take note of certain unhealthy trends in the matter of discipline and control that have made their appearance in some States. An officer of an All India Service who is uncompromising in the matter of maintaining the probity and impartiality of administration not unoften finds himself on a path of collision with his political superiors. The latter, unable to discover any ground for disciplinary action against such an officer, adopt certain stock methods of “disciplining” such an officer and making him more pliable. One such method is to keep transferring an officer frequently so that he is forced to shift his residence from one station to another in rapid succession and with all the attendant inconvenience. Another method is to place him under suspension on some unsubstantiated or flimsy ground. Suspension, though not a penalty under the disciplinary rules, has a shattering effect on the morale of the officer suspended, as his reputation in government and in his social circle at once gets sullied. Superseding an officer in the matter of promotion, and “punishment” posting to a difficult area are the other “disciplining” devices.*
- II. *Para 8.10.05: The evidence presented to us by many witnesses shows that there are numerous instances of such gross misuse of the powers of transfer, promotion and posting and of placing an officer under suspension in the case of officers belonging to the All India Services.”*

- s) The All India Services have stood the test of time despite these pressures. Two Commissions on Centre-State relations (1988, 2010) have endorsed the continued relevance of the All India Services. The 1988 Report examined the role of the All India Services in depth and some relevant observations deserve to be reproduced in full.

- I. *Para 8.7.01: Considering the totality of the views presented to us on the subject of All India Services, we observe that there is near unanimity in regard to the vital need for these services. It is significant that most of the State Governments have expressed in positive terms that the services have, by and large, fulfilled the expectations of the Constitution-framers.*
- II. *Para 8.7.02: To understand this view-point of the State Governments, it is necessary to take note of the environment in which the higher bureaucracy and*

especially the members of the All India Services, have to work. The tremendous increase in the development activities of government and the growing emphasis on the welfare aspects have placed government administration at both the Union and the State levels under severe strain. The performance by the public services in general has, from the point of view of the public, fallen much short of expectations. The common man has thus become sceptical of the ability of government's administrative machinery to solve his problems. Also, interference in the day-to-day working of administration has become a fairly common style of functioning among political executives.

- III. Para 8.7.03: *The above factors have made it difficult for the public servant to function in the manner expected of him. In this context, the senior public servant has the vital role of inculcating, by personal example, the traditions of high standards of performance, impartiality, and correct behavior in the persons working under him. Replies from the State Governments to our questionnaire lead us to believe that members of the All India Services have to a large extent succeeded in this leadership role.*
- IV. Para 8.7.04: *Studies of the Indian bureaucracy carried out by some scholars during the first two decades after Independence provide some insight into the working of the All India Services. They concluded that Indian bureaucracy, which during British rule had remained almost unchecked by any political or other countervailing forces, adapted itself well to parliamentary democracy. This, according to them, happened mainly because the members of the All India Services displayed a quick understanding of the new political system and the art of handling it, combined with a zeal for development work. The stable, effective and democratic government in India during the period rested to a large extent on this institutional inheritance.*
- V. Para 8.7.05: *We too are of the view that the existing system of All India Services is unique as well as the most appropriate method of securing the best available talent from universities and other centers of learning, and shaping such talent into cadres of intelligent, highly skilled and dedicated officers, with a national outlook and experience in a variety of challenging administrative and management tasks. More importantly, the All India Services provide a valuable link between the Union and the State Governments, enabling the numerous day-to-day problems in Union-State relations to be sorted out with comparative ease. Another important feature of the system is the ready availability at the senior levels in the Union and the State Governments of officers of proved ability and experience at both levels of government. But for the system, the smaller or the less developed States would not have been able to attract such persons to their civil services cadres.*
- VI. Para 8.7.07: *We are convinced that these services are as much necessary today as they were when the Constitution was framed and continue to be one of the premier institutions for maintaining the unity of the country. Undoubtedly, the members of the All India Services have shown themselves capable of discharging the roles that the framers of the Constitution envisaged for them.*

- VII. *Para 8.7.09: Any move to disband the All India Services, under some mistaken notion e.g. that they have outlived their utility or that they cause dysfunction, or to permit a State Government to opt out of the scheme must be regarded as retrograde and harmful to the larger interest of the country. Such a step is sure to encourage parochial tendencies and undermine the integrity, cohesion, efficiency and coordination in administration of the country as a whole.*
- VIII. *Para 8.7.10: We recommend that the All India Services should be further strengthened and greater emphasis given on the role expected to be played by them. This can be achieved through well-planned improvements in selection, training, deployment, development and promotion policies and methods. The present accent on generalism should yield place to greater specialization in one or more areas of public administration. Training and career development policies should be geared to this objective. Disciplinary control should aim at nurturing the best service traditions and relentless weeding out of those who fail to make the grade. Finally there should be greater coordination and periodical dialogue between the authorities in the Union and the State Governments who are responsible for the management of these services.”*
- t) The Second Commission on Centre State Relations also endorsed the rationale for All India Services as recently as 2010 and did not consider it necessary to recommend any changes with respect to All India Services.
- u) The Terms of Reference of the Seventh CPC require the Commission to evolve an **emoluments structure** which is linked with the “need to attract the most suitable talent to government service, promote efficiency framework, accountability and responsibility in the work culture and excellence in the public governance system to respond to complex challenges of modern administration, etc.” The central focus of the Pay Commission has to be on the **emoluments structure** and how the **emoluments structure** can be shaped to achieve the objectives set out by the government. The Terms of Reference by no means permit the Seventh CPC to re-design the overall civil service structure in the country, including inter-service equations, as well as guidelines for empanelment under the CtSS. By delving into such matters, the Seventh CPC has travelled well beyond the mandate given to it by GoI.
- v) The pivotal role assigned to the All India Services, especially the IAS, lies at the heart of the administrative and the governance structure of the country. Sardar Patel spoke thus in the Constituent Assembly debate on 10 October, 1949: “*If you want an efficient All India Service, I advise you to allow the services to open their mouth freely..... The Union will go—you will not have a united India, if you have not a good All India Service which has the independence to speak out its mind, which we can be proud, where there rights and privileges are secure This Constitution is meant to be worked by a ring of service which will keep the country intact.*”
- Whether or not these words ring true today is a matter for the political leadership of the country to decide.
- w) It is not for the Seventh CPC to suggest changes which dilute this pivotal role. Any review of the foundations of the steel frame must be undertaken by a Commission specially constituted for this purpose and cannot be undertaken by a Pay Commission.

- x) In view of the reasons elaborated above, the undersigned does not agree with recommendations and observations in para 7.3.41 since these are not based on a proper appreciation of the rationale underlying the All India Services, the design of the Central Staffing Scheme and the domain specific role envisaged for Organised Group 'A' Services. At the same time, DoPT needs to review guidelines for the Central Staffing Scheme as indicated in paras 7.3.42 (j) and (k).

Vivek Rae,
Member, Seventh CPC

Annex 1: List of Services participating under Central Staffing Scheme

Sl. No.	Service
1.	Central Company Law Service
2.	Central Engineering Service (Roads)
3.	Central Power Engineering Service
4.	Indian Trade Service
5.	Central Water Engineering Service
6.	Central Engineering Service (CPWD)
7.	Indian Administrative Service
8.	Indian Audit and Accounts Service
9.	Indian Broadcasting (Engineering) Service
10.	Indian Broadcasting Programme Service
11.	Indian Civil Accounts Service
12.	Indian Cost Accounts Service
13.	Indian Defence Accounts Service
14.	Indian Defence Estate Service
15.	Indian Defence Service of Engineers
16.	Indian Economic Service
17.	Indian Forest Service
18.	Indian Information Service
19.	Indian Inspection Service
20.	Indian Ordnance Factory Service
21.	Indian P&T Accounts and Finance Service
22.	Indian Police Service
23.	Indian Postal Service
24.	Indian Railway Accounts Service
25.	Indian Railway Personnel Service
26.	Indian Railway Service of Electrical Engineers
27.	Indian Railway Service of Engineers
28.	Indian Railway Service of Mechanical Engineers
29.	Indian Railway Service of Signal Engineers
30.	Indian Railway Store Service
31.	Indian Railway Traffic Service
32.	Indian Revenue Service (C&CE)
33.	Indian Revenue Service (IT)
34.	Indian Statistical Service
35.	Indian Supply Service
36.	Indian Telecom Service
37.	Geological Survey of India, Group 'A' Service

Engineering Services

Chapter 7.4

7.4.1 There are 16 Organised Engineering cadres in the Government of India, in particular in the infrastructure related sectors. Engineers are involved in diverse activities of design, construction, manufacturing, maintenance and operation of systems. There is wide variety in the functions and profile of the ministries and departments in which these cadres exist. The largest cadres are in the ministries of Railways, Road Transport and Highways, Urban Development, Telecommunications, Water Resources, Defence, Mines and Science and Technology. The Engineering cadres are recruited through the Indian Engineering Services (IES) examination.

Group `A` Engineering Cadres

7.4.2 In its interactions with the Group `A` Engineering Services, the Commission encountered two broad threads of discontent: The first relates to a feeling that the Civil Services, particularly the AIS, have a more important place in the scheme of things, and the second relates to a perceived lack of parity in terms of progression in pay, promotions and overall career prospects vis-à-vis the IAS, IPS and other Central Civil Services.

7.4.3 As far as the first issue is concerned, the Service Associations representing the engineering cadres have provided data to the Commission contending that the number of aspirants from premier Engineering institutes (like the IITs), appearing in the Civil Services Examination (CSE) is more than those taking the Indian Engineering Services (IES) examination, which, it is claimed, is a proof to show that the allure of IES has gone down vis-à-vis the CSE.

7.4.4 Regarding the second issue of perceived lack of parity, the grievances related to the absence of adequate number of posts in the higher echelons, delayed promotions and lack of opportunities for posting in the senior positions in the Central Government.

Analysis and Recommendations

7.4.5 The Commission notes that some level of stagnation does exist in many Group 'A' Engineering cadres as brought out by the period of promotions in the following table²⁸:

Non Technical Group 'A' Services			Engineering Group 'A' Services		
Service	No. of Years for Promotion		Service	No. of Years for Promotion	
	SAG	HAG		SAG	HAG
Indian Audit and Account Service	16	25	Central Power Engineering Service	36	NA
Indian Postal Service	21	29	Indian Inspection Service	29	38
Indian Civil Accounts Service	22	31	Indian Telecom Service	26	37
Indian Defence Accounts Service	18	28	Indian Broadcasting Service	23	38
Indian Railway Personnel Service	23	33	Central Engineering Service (Roads)	29	38
Indian P&T Accounts and Finance Service	20	33	Central Architects Service (CPWD)	27	30
Indian Custom and Central Excise Service	21	33	Central Engineering Service (Civil, CPWD)	27	35
Indian Railway Accounts Service	23	33	Central Engineering Service (Electrical and Mechanical, CPWD)	28	33
Indian Railway Traffic Service	23	33	Indian Defence Service of Engineers	34	38
Indian Revenue Service (IT)	21	34	Indian Railway Service of Signal Engineers	25	34
Average years for promotion	20.8	31.2	Border Roads Engineering Service	30	34
			Indian Railway Service of Engineers	24	34
			Indian P&T Building Works Service (Combined)	24	33
			Indian Railway Service of Mechanical Engineers	23	34
			Indian Railway Service of Electrical Engineers	25	34
			Indian Railway Store Service	26	36
			Average years for promotion	27.3	35

7.4.6 The open ended pay scales built into the pay matrix being recommended by the Commission will ensure that no stagnation takes place at any of the levels, as far as pay is concerned. Non Functional Upgradation till HAG level is also presently available to Organised Group 'A' Services. The matter has been discussed in detail in Chapter 7.3.

7.4.7 Recommendations relating to having a level playing field, for being considered for empanelment under the Central staffing Scheme, as elaborated in Chapter 7.3. The report, will be applicable to Group 'A' officers of the Engineering Services as well. The Commission has also suggested measures to expedite cadre review and restructuring in Chapter 7.3. These

²⁸ Data sourced from DoPT Website: "Threshold analysis reference of Central non-technical, technical, health and other services" as on 01.07.2013.

measures would alleviate the existing problem of stagnation being felt in many Group 'A' Engineering cadres to some extent. The ministry/department specific demands of all Group 'A' Engineering Services have been dealt in the concerned ministry/department chapters.

Subordinate Engineering Cadres

7.4.8 The Subordinate Engineering cadre constitutes about 85 percent²⁹ of the total engineers in CPWD, Railways, MES, P&T, AIR and other Central Government departments.

7.4.9 Recommendations regarding Technical Supervisors of Indian Railways have been made in Chapter 11.40. Engineering cadres of other ministries are dealt below.

7.4.10 The subordinate engineering cadres comprise personnel recruited at two levels:

Post	Grade Pay	Minimum Educational Qualification
Assistant Engineer/equivalent (Second level)	4600	Degree in Engineering
Junior Engineer/equivalent (Lowest Level)	4200	Diploma in Engineering

7.4.11 The promotion level from Assistant Engineer/Equivalent to Group 'A' post varies across ministries/departments. In some ministries/departments, Assistant Engineers/Equivalent get promoted to Group 'A' post in GP 5400 (PB-3) and in other ministries/departments, Assistant Engineers/Equivalent get promoted to Group 'A' post in GP 6600.

7.4.12 The subordinate engineering cadre associations have made four major demands:

- i. Junior Engineer/equivalent may be upgraded to GP 4800.
- ii. Diploma Engineers should be designated as Junior Engineers in all departments including Railways, MES, etc.
- iii. MACP may be given in promotional hierarchy.
- iv. Time bound promotion scheme to ward off long stagnation in subordinate engineering cadre.

Analysis and Recommendations

7.4.13 The following is recommended:

- i. The VI CPC had recommended that posts carrying minimum qualifications of diploma in engineering should be placed in GP 4200, while those requiring a degree in Engineering should be placed in GP 4600. This Commission is also of a similar view. Accordingly, normal replacement pay scales are recommended.
- ii. The question of change in designations is an administrative one and best left to the discretion of the ministry concerned. Accordingly, no recommendations are made in this regard.
- iii. The issue of MACP does not solely concern the Engineering cadres, but affects all Central Government employees. Separate recommendations regarding MACP have

²⁹ Source: Memorandum submitted by the All India Federation of Diploma Engineers.

been made in Chapter 5.1 of the Report. They will apply to subordinate engineering cadres as well.

- iv. The Commission took note of the issue of stagnation raised by the various representative staff associations. Accordingly, the following is recommended:
 - a. The concerned ministries should earmark posts in Level 8 equal to 10 percent of total sanctioned strength in Levels 6 and 7 to be filled from subordinate engineering cadre personnel in Levels 6 and 7. 70 percent of such earmarked posts should be filled through promotion from Level 7, while 30 percent should be filled through a Limited Departmental Competitive Examination in which employees from both Levels 6 and 7 would be eligible to compete. This will enable deserving and meritorious employees at Level 6 to jump Level 7 and go directly to Level 8.
 - b. 80 percent of the employees in Level 8, will be eligible for non-functional upgrade to Level 9 upon completion of four years in Level 8, on a seniority-cum-suitability basis.

Draughtsman

7.4.14 The cadre of Draughtsman exists mainly in Ministry of Defence. The cadre structure for Draughtsman recommended by VI CPC and implemented by Govt. is as follows:

Post	GP	Minimum Educational Qualification
Chief Draughtsman/Junior Design Officer	4600	Degree in Engineering
Draughtsman Gr-II /Sr. Draughtsman/Head Draughtsman	4200	Diploma in Engineering
Draughtsman/ Draughtsman Gr-III	2400	Class X with ITI Certificate and two years work experience

7.4.15 While recommending the above pay structures for Senior Draughtsman and Chief Draughtsman, VI CPC had maintained their relativities with the post of Junior Engineer/equivalent and Assistant Engineer/equivalent of subordinate engineering Cadre.

7.4.16 The Draughtsman association has sought upgradation of pay scales across all levels. To advance their case, they have stated that the construction and repair activities of Indian naval ships are based on designs and drawings prepared by them. The preparation of primary to final design of ships, submarines, propellers, weapons etc. are all very complex in nature. However, they are paid low compensation compared to compensation packages given to officers in uniform who work shoulder to shoulder in design directorates.

Analysis and Recommendations

7.4.17 The posts of Senior Draughtsman and Chief Draughtsman have relativities with the post of Junior Engineer/equivalent and Assistant Engineer/equivalent of subordinate engineering cadre and they have similar minimum education qualification requirements and pay structures. The Commission has not recommended any pay upgrades for the posts of Junior Engineer/equivalent and Assistant Engineer/equivalent of subordinate engineering cadre. Therefore the Commission is not recommending any upgrades for the cadre of Draughtsman.

Introduction

7.5.1 Scientific services comprise cadres which are engaged in wide ranging activities that promote research and development of cutting edge technologies. The Ministry of Science and Technology has identified the departments where such cadres are deployed. Scientific personnel serving in Group 'A' posts of these departments are designated as Scientists/Engineers. Personnel serving in Group 'B' and C posts are support staff and designated as Scientific/Technical Assistants/Officers amongst other such designations. The entry level to the Group 'A' posts of Scientists is in the GP 5400 (PB-3) with a minimum entry level qualification of B.Tech/M.Tech/Ph.D. The entry level of scientific support staff in Group 'B' posts is in the GP 4200 and their minimum qualifications range from BSc to diploma and degree in Engineering. For Group 'C' staff the entry level is in the GP 1800 and their minimum qualifications is Class X or Class XII (with Science) plus ITI.

7.5.2 This Chapter discusses the career progression, pay and perquisites for scientists and support staff as also the incentives to attract and retain scientific talent in the government.

Attrition of Scientists

7.5.3 The lure of the private sector by way of greater monetary benefits, and the resultant need to devise measures to attract and retain scientific talent in government, has been a long standing issue. To this end various schemes have been devised over a period of time for application in a number of organizations and at various levels. A brief chronology is captured below.

7.5.4 In a bid to prevent the flight of scientists, the III CPC introduced the Flexible Complementing Scheme (FCS), which de-linked progression in the hierarchy from availability of vacancies, thereby ensuring time-bound career progression to higher levels for meritorious scientists. The Scheme, suggested by the III CPC for only a few departments engaged in R&D, has been extended to more departments subsequently and is now applicable to all Scientists working in various departments declared as Scientific by Ministry of Science and Technology.

7.5.5 FCS, however, was not made applicable to departments of Space and Atomic Energy and DRDO, which were allowed to devise their respective Merit Promotion Scheme (MPS) on the lines of FCS. The V CPC recommended certain changes to the FCS for R&D professionals at Group 'A' level, and recommended uniform application of this modified FCS to all scientific departments including DRDO, Space and Atomic Energy. The government, however, did not accept the recommendation for extension of the modified FCS to all departments. The VI CPC recommended that the existing scheme of FCS with necessary modifications (MFCS) be continued for R&D professionals in all S&T Organizations and that the Merit based promotion scheme in the Department of Atomic energy, Space and DRDO may also continue.

7.5.6 Further, as a pilot measure, the government approved implementation of the Performance Related Incentive Scheme (PRIS) in the departments of Atomic Energy and Space. While the general scheme of PRIS, as recommended by VI CPC, proposed that the performance awards be financed from budgetary savings of the concerned department, PRIS as implemented in Atomic Energy and Space is independent of budgetary savings. Therefore in these two departments two of the three components of PRIS, viz., PRIS (Org) and PRIS (Individual) have taken off. Regarding DRDO, although PRIS is yet to be implemented here, the Scientists in this department already have the benefit of the system of variable increments given at the time of promotion under MPS. This is akin to the PRIS (Individual) now available to Scientists in the Departments of Atomic Energy and Space.

7.5.7 The IIM Salary survey initiated by the Commission has brought out that at entry and middle levels, the total emoluments of scientists are higher in the government than in the private sector. At senior levels, compensation is slightly better in the private sector. The Commission, however, notes that a host of benefits are available to the scientists working in the government sector. One such benefit is MFCS which, when factored into the salary structure, makes the compensation structure for the senior level scientists in the government sector comparable with those in the private sector.

7.5.8 The Commission feels that unlike the private sector, where salary of professionals may get periodically calibrated depending on many factors, including the forces of demand and supply, general working of the economy etc., in the government set up, a regular increase in the salary is ensured in the form of annual increments along with periodic compensation for inflation. Above all, there are many intrinsic reasons for the scientists to work in the government sector which would be beyond the monetary compensation, and relate to the prestige involved and the contribution that can be made by them through public service.

7.5.9 Taking into account all these factors, the Commission observes that the total remuneration for scientists in the government is adequate.

7.5.10 For each of the schemes discussed above the demands of the various organizations and recommendations being made are discussed seriatim.

Modified Flexible Complementing Scheme (MFCS)

7.5.11 Following the VI CPC's recommendations the MFCS was brought into effect from 01.01.2011 in all departments declared as scientific by Ministry of Science and Technology except in DRDO and Departments of Atomic Energy and Space, which have continued with MPS. As per the extant instructions of DoPT dated 10.09.2010, Scientists and Engineers who possess academic qualification of at least Master's Degree in Natural or Agricultural Sciences or Bachelor's Degree in Engineering or Technology or Medicine and hold scientific posts defined therein are covered under MFCS. Holders of MSc (Electronics) and MSc (Applied Electronics) are also covered under MFCS as their degrees have been considered equivalent to Bachelor's Degree in Engineering.

7.5.12 Under MFCS, Scientists are entitled to promotion independent of the vacancy position subject to the fulfilment of eligibility conditions and successful assessment of merit. The assessment norms are rigorous with due emphasis on evaluation of scientific and technical knowledge so that only those scientists who have to their credit demonstrable achievements or higher level of technical merit are recommended for promotion. Promotions under MFCS are however limited to promotion to posts up to the GP 10000. The Department of Personnel and Training (DoPT) is responsible for the formulation of MFCS guidelines. The Modified Assured Career Progression (MACP) applicable across government is available to those scientists who are not found fit for promotion under MFCS.

Present Position

7.5.13 The main departments, where MFCS is applicable are as follows:

- Ministry of Science and Technology
- Department of Biotechnology
- Ministry of Communications and Information Technology
- Ministry of Environment and Forests
- Ministry of New and Renewable Energy
- Ministry of Earth Sciences
- Ministry of Home Affairs
- Ministry of Water Resources
- Ministry of Health and Family Welfare
- Ministry of Consumer Affairs

7.5.14 The promotional hierarchy under MFCS is linked to residency period and performance and is as follows:

Grade Pay	Designation	Minimum Residency Period Linked to Performance
10000	Scientist G	----
8900	Scientist F	5 years
8700	Scientist E	5 years
7600	Scientist D	4 years
6600	Scientist C	4 years
5400 (PB-3)	Scientist B	3 years

7.5.15 Thus a Scientist who performs well consistently can reach the SAG level after 21 years of service.

Demands with Regard to MFCS

7.5.16 Demands have been made to extend MFCS to all the departments identified as scientific by the Ministry of Science and Technology. Some cadres covered under MFCS have also expressed resentment at the tardiness with which the Department Review Committees (DRC) are set up, which leads to long delays in effecting time bound promotions. Some cadres have

also pointed out that the residency period as prescribed under the MFCS is relaxed for a few departments, which makes the application of the scheme uneven across government.

7.5.17 While the merit or justification for expanding the definition of scientific cadres is best assessed by the government, the Commission suggests that measures may be put in place to ensure that there are no delays in holding the DPC meeting and further, that application of the scheme is done in a uniform, even handed manner with no selective relaxation.

Merit Promotion Scheme in DRDO, Departments of Space and Atomic Energy

7.5.18 The three scientific Departments of DRDO, and Departments of Atomic Energy and Space have the Merit Promotion Scheme (MPS) instead of the MFCS. However, while MFCS is meant only for Group 'A' posts, MPS extends to Group 'B' and Group 'C' posts as well. Under the MPS there are several sub-schemes of career progression, with each sub-scheme specific to a category of scientific staff. Sub-schemes vary from each other in terms of residency period, start and end points of career progression and minimum qualifications. In the Department of Space, for example there are 25 sub-schemes of which four are dedicated only to Group 'A' posts while the rest of the schemes start either in Group 'B' or Group 'C' posts and end in Group 'A' posts. There are two which start at the lowest GP 1800.

7.5.19 In the Departments of Atomic Energy and Space, for each sub-scheme **all eligible staff** are promoted to the next level whereas in DRDO **only a fixed percentage** of eligible staff are promoted to the next level in the sub-scheme applicable to the Defence Research Technical Cadre (DRTC). The DRTC covers the scientific support staff in Group 'B.' The association of DRTC has accordingly demanded the removal of fixed percentage so that it is placed at par with Departments of Space and Atomic Energy.

7.5.20 The Commission is of the view that routine promotion of all eligible staff breeds complacency. The application of fixed percentage as done in DRDO, or the bell curve principle, as done in many organizations the world over, places a premium on quality and is therefore desirable. Hence removal of the fixed percentage in places where it is presently applicable is not recommended. On the contrary, the government may consider the application of a percentage system wherever the scheme is operative.

Merit Based Promotion Scheme (MBPS) for Groups 'B' and 'C' Scientific Support Staff

7.5.21 This is not an existing scheme but one that has been under discussion at various points in time intended to provide merit-based time bound promotion to Scientific Staff in Groups 'B' and 'C.' A large skilled manpower base exists in various scientific and technical departments across the government, which is classified as Group 'B' and 'C' scientific support staff. It was reported to the Commission that these personnel support all activities undertaken by scientists in research, design, development, production including maintenance and assistance in providing technological solutions and are considered a valuable resource to realize the vision, mission and goals of the organization.

7.5.22 It has been reported that barring the three departments which have MPS, the career progression of the scientific support staff is vacancy based even in scientific departments where MFCS for scientists is in place. The association of scientific support staff of the Ministry of Earth Sciences, among other associations, has demanded MBPS for Groups 'B' and 'C,' on the lines of the dispensation available in Departments of Atomic Energy and Space and DRDO. In so doing it has been submitted that a unified cadre structure for Group 'B' and 'C' scientific support staff having similar entry qualification would also get put in place.

7.5.23 The Commission has noted that the demand for introducing the MBPS for Group 'B' and 'C' scientific support staff was first addressed by government in 1998 when Ministry of Science and Technology constituted the Rajan Committee. The Committee recommended MBPS on the lines of FCS in only those departments which had FCS in place. It further recommended that there would be two distinct streams of promotional avenues for Groups 'B' and 'C' personnel. The final outcome of this is not known.

7.5.24 In the light of the above, this Commission suggests that the issue be examined by government and a conclusive view taken.

Performance Related Incentive Scheme (PRIS)

7.5.25 PRIS is operational in Departments of Atomic Energy and Space. PRIS is a variable component of pay and is awarded on the basis of the performance of individual/group/organization, measured against goals set for a given period of assessment. PRIS is non-additive and non-cumulative. The form of PRIS envisaged is organization and design specific and is payable as a cash incentive either when it becomes due or on a monthly/quarterly/annual basis. It is based on the principle of differential reward for differential performance. The scheme is transparent and centrally implementable. The Scheme has three components- Organizational, Group and Individual.

Organizational PRIS

7.5.26 Organizational PRIS or PRIS (O) is awarded to all personnel in the department and its constituent units based on accomplishment of various objectives at the organizational level, in the form of Special Allowance at the rate of 20 percent of pay, payable on a six monthly basis and subject to fulfilling the following eligibility criteria:

- Attendance of not less than 175 working days during the preceding financial year.
- Incentive shall not be admissible for the period of EL/HPL/Commuted Leave etc. availed singly or in combination, in excess of 30 days during the financial year for which the organizational incentive is otherwise payable.
- APAR grading should be Good/B+ or above.
- Should not be under suspension or deputation.

Group PRIS

7.5.27 Group PRIS or PRIS (G) is awarded to all employees belonging to specific groups identified in all Units of the Department—scientific, technical, administrative and auxiliary,

exhibiting excellence which have significantly contributed towards the realization of the organizational objective in a particular year, in the form of Special Allowance at the rate of 10 percent of the basic pay of the individual during the financial year, based on annual assessment and which is further subject to fulfilling the following eligibility criteria:

- Overall grading in APAR of the preceding reporting year should be Very Good or above.
- For SC/ST personnel, the same should be Good or above.
- Other criteria remain the same as PRIS (O).

Individual PRIS

7.5.28 Individual PRIS or PRIS (I) are variable additional increments granted to all eligible Scientific and Technical personnel at the time of promotion in recognition of individual meritorious performance subject to fulfilling the following eligibility criteria:

- Variable increments awarded to Scientific and Technical personnel are specific to the Grade.
- An employee will enter into PRIS (I) only after the first merit promotion.
- A promoted candidate should not get less PRIS (I) increments than what the candidate was drawing before the effective promotion date.
- Eligibility condition of 175 working days is not applicable for grant of PRIS (I).
- The DPC/Standing Selection Committee, after considering the total length of time taken by an employee to earn promotion, will recommend the total number of variable incentives payable under PRIS (I)
- Up to six increments can be recommended to the officers in the grade of Scientist H and above (except Officers at Apex Scale), four increments to the officers in the grade of Scientist C to Scientist G and maximum three increments to Technical Staff.
- Variable increment will be multiple of one increment, but subject to the ceiling of ₹10,000 per month.
- The amount of incentive increment payable as PRIS (I) has no relation with the normal rate of increments under pay fixation/annual increment.

7.5.29 The Commission has been informed that of the three components, only PRIS (O) and (I) are under implementation and that PRIS (G) is yet to be awarded.

Demands

7.5.30 Associations of scientific staff in Departments of Atomic Energy and Space have submitted that PRIS, as presently implemented, has gone a long way in arresting attrition and accordingly need to be continued. They have however sought an increase in the incentive percentage of PRIS (O) and PRIS (G) as lately the attrition rate has somewhat increased. They have also demanded extension of PRIS (I) to the apex level posts of the organizations presently covered under the scheme, the stated justification being that Heads of Organization have a critical role to play in the formulation and implementation of scientific policy of the government. The associations have also requested extension of PRIS (I) to the entire

department instead of limiting it to the scientific cadres. Demands have also been made for exempting Medical Leave for fulfilling the conditionality of attendance for being considered eligible for grant of PRIS (O) and PRIS (G). A demand has also been placed to extend PRIS to DRDO.

7.5.31 In response to a query, current data on attrition rate was supplied by Departments of Atomic Energy and Space, as well as DRDO. The attrition rate, defined as the number of scientists resigning/taking VRS during a year as a percentage of total scientists on the payroll at the end of that year, is shown in the table below:

Attrition Rate of Scientists

(percentage)

Years	Space	Atomic Energy	DRDO
2010-11	1.34	0.57	0.87
2011-12	1.50	0.70	1.16
2012-13	1.23	0.51	0.93
2013-14	1.25	0.70	0.82
2014-15	0.86	0.48	0.53

7.5.32 From the table above it is seen that attrition rate has been on decline in all the three scientific departments which would be partly due to PRIS and partly due to salary increase after VI CPC.

Analysis and Recommendations

7.5.33 It is noted that contrary to the assertion by Departments of Atomic Energy and Space, the attrition rate has continued to fall. Therefore, while the Commission sees merit in continuing with PRIS for arresting attrition in these organizations, **it is not in favour of increasing the incentive percentage.** The PRIS (O) and PRIS (G) taken together already amount to 30 percent of the basic pay, which is substantial. This would be more so when the rise in pay levels post implementation of VII CPC recommendations is taken into account. The demand to bring apex level functionaries under PRIS (I) is not supported as Heads of Organizations have sufficient incentive to perform being in the position they are in and like others are already the beneficiaries of PRIS (O). **The Commission is also not in favour of extending PRIS (I) to non-scientific staff.** The demand for exempting medical leave from the eligibility conditions of PRIS is a matter that may be dealt with administratively. **The Commission also does not recommend extension of PRIS to DRDO as they have a separate system of variable increments in place which is similar to PRIS (I).**

Medical and Paramedical Services

Chapter 7.6

Constitutional Provisions

7.6.1 Under the VII Schedule of the Constitution of India, Health is a state subject. Centre has concurrent jurisdiction only in a few areas. Although it is the responsibility of the State Governments to provide for health care, the Central Government plays a vital role in supporting State Governments and coordinating their efforts towards achieving the targets of national health policies. The Ministry of Health and Family Welfare also looks after Central Government hospitals, Central Government Health Scheme and a host of other central institutions.

Demands Received from Associations/Unions

7.6.2 The Commission has received numerous memoranda from individuals and various Unions/Associations in the health sector, raising a host of issues and demands. Almost all the Unions/Associations have demanded higher pay for their constituents. The rationale for these demands vary: from parity with other services on historical lines, enhanced job content to higher qualifications. Another demand relates to raising the minimum entry level qualification. Some paramedical unions have represented that placing their services under the administrative supervision of doctors is not in conformity with international practice. Unions have also represented that separate councils for each paramedical service be established to govern their professions.

Analysis of the Demands

7.6.3 The Commission observes that at first glance, the demands may appear disparate and incongruent. However, on holistic examination, these demands point to many deeper issues in the health sector which have an important bearing on public service delivery.

Term of Reference on Public Governance System

7.6.4 An important Term of Reference (ToR) for this Commission relates to promoting efficiency, accountability and responsibility in the work culture and fostering excellence in the public governance system. Another ToR relates to attracting talent to government service. The demands of the cadres have been analysed keeping these ToRs in mind.

Indian Healthcare Sector Today

7.6.5 Indian healthcare sector has become one of the important sectors—both in terms of revenue and employment. The Indian healthcare industry is growing at a tremendous pace due to its strengthening coverage both in the public and the private sector. However, despite the rapid growth, this important sector in India is also characterized by many weaknesses. The

density of health service providers in the formal sector is low. This is partly attributed to deficiencies in the health sector financing. India's total health expenditure as a percentage of GDP is about 4 percent - comparable to many emerging economies. However, this is fairly low in terms of per capita health expenditure. Furthermore, India's public spending on health as a proportion of GDP—estimated at around 1.2 percent - is among the lowest in the world.

7.6.6 There are many other issues facing public health care institutions. Quality of healthcare services varies considerably across institutions. Affordability of healthcare is another serious problem for the vast majority. Availability of skilled healthcare professionals also poses a key constraint in expanding the health service delivery. Against the desirable density of eighty five physicians and one hundred and seventy nurses per lakh of population, the availability is fifty seven physicians and sixty one nurses. The Commission feels that going forward, the healthcare industry will be an important pillar of the Indian economy. The key to better service delivery in the health sector, to a very large extent, depends upon the quality human resources deployed in this sector as well as the affordability of health care.

Availability of Health Care Professionals

7.6.7 The Commission notes that one of the major limitations in the health sector has been inadequate availability and distribution of human resources across multiple levels of healthcare. The educational infrastructure for many cadres of allied health professionals is weak in India. The types of courses, training patterns, entry of candidates, pedagogy, assessment of candidates, affiliating bodies are widely varied. **The Commission recommends that pre-service education/training need to be strengthened, especially for para-medical cadres.**

Standardization in Entry Level Qualification, Pay Scales and Nomenclature

7.6.8 The Commission's interactions with the health sector Unions/ Associations revealed that there is a significant lack of standardization across health cadres as far as their entry level qualifications, pay scales, nomenclature and promotional avenues are concerned. While the Commission notes that career and promotional prospects of these cadres may vary across organisations, there should be broad uniformity in the public sector, as far as entry level qualifications and pay scales of cadres with similar job content are concerned. The ToRs of this Commission mandate it to rationalise and simplify the principles governing the emoluments structure. **In this backdrop, the Commission, while dealing with cadres with similar job content and responsibilities across organisations, has attempted to prescribe uniform entry level qualifications and pay scales. In respect of cadres not dealt in this Report, a similar approach by the ministries/departments is recommended.**

7.6.9 **The Commission further recommends that as far as practicable, the nomenclature of posts with similar job content and responsibilities should also be standardised. However, identical nomenclature alone, without comparable qualification and job responsibilities, cannot be the basis for parity in pay levels.**

Need to Revisit the Recruitment Rules

7.6.10 Attempts have been made by Government of India to revise the Recruitment Rules (RRs) in respect of some categories of posts—so as to reflect, inter alia, more relevant entry level qualifications. For a large majority, however, these RRs continue to be quite dated. This is a serious concern. There has been demand to upgrade the entry level qualifications by many Associations. **The Commission recommends that in the interest of enhanced skill sets, there is a definite merit in revisiting these qualifications, keeping in view the requirement of the jobs and availability of relevant courses in the country.**

Data on Health Professionals

7.6.11 The Commission notes that there is no comprehensive information available about health professionals. This impedes any rationalized planning with a futuristic outlook. **The Commission recommends that proper data bank of health professionals should be created which should be updated periodically.**

Pay and Vacancy Position

7.6.12 The Director General Health Services (DGHS), in his presentation before the Commission, attempted to establish a close linkage between pay and vacancy position. The Commission does appreciate that one of the key issues in the public health sector is the need to attract and retain talent, especially in specialized segments. Generally speaking, the private sector, where opportunities are rapidly expanding, tends to pay higher in areas of scarcity than in the areas of plenty. While interacting with the Unions/Associations, the Commission has felt that while job security, career prospects, work content, and *emotional reasons to serve in this sector* are important intrinsic motivators, pay continues to be an equally important factor for attracting and retaining talent in this sector.

7.6.13 To understand the nature and quantum of compensation of job profiles in the government sector vis-à-vis similarly placed profiles in the Central Public Sector Undertakings (CPSUs) and the private sector, the Commission instituted a Consultancy Study through Indian Institute of Management, Ahmedabad (IIMA). While the Commission takes note of these findings, it feels that the working condition in the government hospitals continues to be much more demanding and the hospital staff are generally overburdened because of the ever increasing patient load. **The Commission has kept this aspect in view while making its recommendations.**

Career Progression of the Health Professionals

7.6.14 With regard to career prospects, the Commission observes that doctors are covered under the Dynamic Assured Career Progression (DACP) which provides promotion to the doctors of Central Government without linkage to vacancies up to Senior Administrative Grade. Cadres in the paramedic segment are covered under Modified Assured Career Progression (MACP). However, there are some issues in this domain, especially for some paramedic cadres with isolated posts where promotional avenues are non-existent. Even in respect

of cadres with promotional ladders, Departmental Promotional Committee (DPC) meetings not being held regularly leads to denial of timely promotions. **The Commission recommends well defined career paths and timely action to motivate health workers and improve health system efficiency.**

7.6.15 The Commission further notes that career progression is often associated with enhanced supervisory, administrative and managerial roles. In such a situation, it is possible that the primary role of health professionals, that of patient care and related service, may suffer. This is particularly relevant in the case of Nurses and Paramedics. **The Commission, while appreciating the higher supervisory and administrative role along the promotional route, suggests that the administrative ministry should ensure that the primary role of the services, that of patient care, should not get diluted in the process.**

Health Sector Today–Role of Technology and Team

7.6.16 The Commission notes that a fundamental shift has occurred in healthcare delivery today, largely due to advances in technology. There is now more recognition, than at any time in the past, that health service delivery is no longer the prerogative of a few services. It is a team effort, drawing upon the expertise of doctors, nurses and paramedics. In this backdrop, the Commission has analysed the demands keeping in mind the issues of historical parity amongst cadres along with their legitimate expectations and eligibility.

Role of Training

7.6.17 Another critical issue in the skill sets arena relates to training. As stated earlier, rapid developments in the health sector have brought in a need for new competencies among health professionals. **The Commission observes that the training function should not be seen in isolation and recommends that training of health sector cadres should be accorded priority on an ongoing basis.**

Demands Relating to Allowances

7.6.18 The Unions/Associations of the health sector have made a number of demands relating to allowances. These have been discussed in Chapter 8.

Doctors in Central Government

7.6.19 Under the Central Government, posts of doctors exist in organised as well as outside organised services. Central Health Service, Indian Railway Medical Service and Indian Ordnance Factories Health Service belong to organised services. Medical doctors deployed in the defence forces, central para military forces etc. are outside organised services.

Central Health Services

7.6.20 Central Health Services (CHS) was formally constituted in 1965 under the aegis of Ministry of Health and Family Welfare. In 1982, CHS was restructured to provide medical manpower to various participating units. CHS now consists of the following four sub-cadres and the sanctioned strength and in position of each Sub-cadre is as under (2014-15):

Categories	Sanctioned	In position
General Duty Medical Officer Sub-cadre	2198	1636
Teaching Specialists Sub-cadre	1106	762
Non-Teaching Specialists Sub-cadre	598	460
Public Health Specialists Sub-cadre	104	84
Total	4006	2942

7.6.21 In addition to the above, there are 19 posts in the Higher Administrative Grade, which are common to all the four sub cadres.

Indian Railway Medical Service

7.6.22 Indian Railway Medical Service (IRMS) Officers work in various hospitals and dispensaries of Indian Railways. The sanctioned strength of IRMS consists of 2584 medical doctors. The cadre structure follows a pattern similar to that of General Duty Medical Officers (GDMOs) of CHS. These medical officers are also recruited through combined medical services examination of the UPSC. The specialist positions are manned by suitably qualified doctors. It has a common cadre throughout its hierarchy, headed by a Director General who is placed in the Apex pay grade.

Indian Ordnance Factories Medical Service

7.6.23 Indian Ordnance Factories Health Service comprises 229 posts of doctors. Also recruited through the combined medical services examination of the UPSC, the medical officers of this service are posted in hospitals, dispensaries and clinics of various ordnance factories.

Demands of the CHS Cadre

7.6.24 The sub-cadres of CHS have placed before the Commission various demands ranging from creation of Indian Medical Service on the pattern of All India Services, merging of the specialist sub-cadres, extension of Dynamic Assured Career Progression (DACP) up to Higher Administrative Grade (HAG), uniformity in the retirement age across sub-cadres, regular conduct of DPCs etc.

Demand Relating to Creation of Indian Medical Service

7.6.25 The Joint Action Council of Service Doctors Organisations representing the sub-cadres of CHS has demanded creation of an Indian Medical Service (IMS) as an All India Service. It

has been argued that creation of IMS would lead to many advantages in the health care delivery by creating a body of professional doctors across the country benefiting the Central and State Governments.

7.6.26 The Commission notes that the V CPC had also recommended the creation of *All India Health and Medical Service*. **However, this Commission does not support the creation of an Indian Medical Service considering that Health is a State Subject and the major requirement of Health professionals is at the State level.**

Demand Relating to Merger of Specialist Sub Cadres

7.6.27 The Association has demanded that the specialist sub-cadres of the CHS–Teaching Specialists, Non-Teaching Specialists and Public Health Specialists - should be merged. The rationale for this demand is that the entry level qualification and experience required for these posts are almost similar. It has also been contended that these sub cadres perform similar duties as far as teaching and patient care responsibilities are concerned. The Association has argued that the distinction among the Specialists sub-cadres is artificial and merging of these sub cadres would solve the issues of vacancies across these sub-cadres.

7.6.28 The Commission observes that the distinction among the sub-cadres of CHS has become definite over a period of time. The Commission further notes that the medical field has rapidly grown in the last couple of decades, with many new specialist and super specialist disciplines emerging with each passing day. **In this scenario, the Commission does not recommend merger of the Specialist sub-cadres.**

Demand for Uniformity in Retirement Age

7.6.29 One of the demands of the Association is to bring uniformity in the age of superannuation among the various sub-cadres of CHS.

7.6.30 The Commission notes that the age of superannuation of GDMOs is 60 years, whereas, that of Non-Teaching Specialists (NTS) and Public Health Service Specialists (PHSS) is 62 years, and that of Teaching Specialists (TS) is 65 years. On this issue, Ministry of Health and Family Welfare has commented that CHS cadre is facing shortage of doctors due to a number of factors like low rate of joining, specialist doctors not willing to join outside Delhi etc. The Ministry has further stated that the issue of raising the retirement age of doctors was considered and a view was taken that the shortage of doctors could be met by re-employment on contract basis. **The Commission agrees with this view.**

Demand for Extending DACP up to HAG

7.6.31 The Association has demanded extension of Dynamic Assured Career Progression (DACP) up to HAG level.

7.6.32 The Commission notes that DACP is a more liberal time bound scheme especially when compared to other assured career schemes viz., MACP. The Ministry of Health and Family Welfare has commented that All India Service Officers also have time bound promotion up to

Non Functional Selection Grade (NFSG). **The Commission therefore observes that the present system–DACP up to SAG level–is appropriate, and promotion beyond this level should be vacancy based.**

Demands Relating to Pay

7.6.33 The CHS Specialist Doctors have demanded increase in the pay structure. The Teaching Specialists have demanded higher GP structure- GPs 7600, 8700, 10000 and 12000 for the various posts- Assistant Professor, Associate Professor, Professor and Director-Professor, respectively. The higher GP has been demanded to reduce disparity in the pay structure of teaching specialists under the Central Government with that of AIIMS/other universities.

7.6.34 The entry level qualification of Non-Teaching Specialist and Public Health Specialist Doctors is MBBS + PG Degree + 3 years' experience in the relevant specialization field. The existing pay structure of Non-Teaching Specialists and Public Health Specialists is as follows:

Post	Grade Pay
Consultant	10000
Specialist Grade I	8700
Specialist Grade II (Senior Scale)	7600
Specialist Grade II	6600

7.6.35 The entry level qualification of Teaching Specialist is MBBS+PG Degree + 3 years' teaching experience. The existing pay structure of Teaching Specialists is as follows:

Post	Grade Pay
Director Professor	10000
Professor	8700
Associate Professor	7600
Assistant Professor	6600

7.6.36 Ministry of Health and Family Welfare has commented that the entry pay of Specialists in CHS is already in a higher GP vis-à-vis other Group 'A' posts.

7.6.37 IIM Salary Survey has pointed out that the compensation package of the specialist doctors is higher in the CPSUs and the private sector as compared to the corresponding level in the government sector.

7.6.38 The Commission observes that in the government setting, salary is determined as per established norms. Many factors are taken into account while determining salary - entry level qualification, basic job content and responsibility–to name a few. Principles of pay determination in government may take into account element of equity and compression ratios–minimum to maximum salary levels–as well. Unlike the private sector, where salary of professionals may get periodically calibrated depending on many factors, including the forces of demand and supply, general working of the economy etc; in the government set up, a regular

increase in the salary is ensured in the form of annual increments along with compensation for inflation. The doctors in the Central Government are also covered under DACP which facilitates their assured promotion up to the SAG level. Above all, there are many intrinsic reasons for medical professionals to work in the government sector. The medical professionals may not be looking just at the monetary compensation but also at the prestige involved and the contribution that can be made by them in this important sector. **Taking into account all these factors, the Commission recommends replacement pay scales for CHS Specialist Doctors.**

Demands of Teaching Specialists

7.6.39 Memoranda have been received from the Joint Action Committee representing Teaching Specialists sub-cadre of CHS. The sub-cadre has demanded that their career prospects be improved with appropriate representation at the HAG level. It has also been demanded that the post of special DG (Medical Education and Medical Services) be bifurcated and the post of DG (Medical Education) should be reserved for Teaching Specialists.

7.6.40 The Commission notes that there are 19 HAG posts for around 4000 CHS cadre. The promotion to these 19 HAG posts is made on the basis of combined eligibility list of doctors in the SAG grade belonging to all four sub-cadres of the CHS, based on date of appointment in SAG. The ministry has apprised that they have already constituted a cadre review committee to look into the matter. However, the Commission notes that there are many grievances on this score and this issue, with potential bearing on the career prospects of some sub-cadres, has become important over a period of time. **The Commission therefore recommends that the administrative ministry should consider earmarking a minimum number of posts at the HAG level for each sub-cadre under CHS.**

Demands of Non-Teaching Specialists and Public Health Specialists

7.6.41 The Non-Teaching Specialists have demanded that there should be a ban on contract appointments and the existing contract doctors be regularised. The Ministry of Health and Family Welfare has commented that contract appointments are made as a stopgap arrangement till regular appointments are made on the basis of the recommendations of UPSC. The Commission observes that the subject matter falls within the domain of the administrative ministry.

Demands of General Duty Medical Officers

7.6.42 The demands of GDMOs include merging of all CHS sub cadres, periodical cadre review of CHS, uniform retirement age of 65 years, extension of DACP to HAG level.

7.6.43 One of the sub-cadres of CHS, GDMOs provide basic health care services in dispensaries and hospitals, Central Government Health Services (CGHS), National Health Scheme, etc. Placed in the entry level GP 5400 (PB-3), the entry level qualification for GDMOs is MBBS Degree.

7.6.44 The Commission notes that these demands are common to all CHS cadres and have been discussed earlier in this chapter.

Junior Resident and Senior Resident

7.6.45 It has also been represented that the Junior Residents and Senior Residents draw more pay than the GDMOs and Assistant Professors, respectively in the third year of their engagement. It is noted that Junior Residents and GDMOs are appointed in the GP 5400 (PB-3). On earning two increments in the pay grade, the pay of Junior Residents becomes more than the pay of the GDMOs at the entry level. Similarly, the Senior Residents and Assistant Professors are appointed in the GP 6600. The pay of the Senior Residents, on earning two increments, in the third year also becomes more than the Assistant Professors at the entry level. This has been termed as an anomaly.

7.6.46 This is an invidious comparison since Junior Residents and Senior Residents are not regular government employees. **The Commission is of the view that there is no case for making any recommendation in this regard.**

Demands of Dental (Health) Service Doctors

7.6.47 Central Dental (Health) service (33 posts) is classified as General Central Service. Their demands include extension of time bound promotion to HAG level, special incentives for Post-graduate qualification, increase in NPA and HRA.

7.6.48 Dental Surgeons are granted promotion under Dynamic Assured Career Progression scheme up to SAG level on the same lines as is granted to GDMO in CHS. **Since extension of DACP till HAG level has not been recommended for GDMO in CHS, the same is also not recommended for Dental Surgeons. As regards the increase in NPA and HRA, these have been discussed separately in the relevant chapter.**

Demands of Indian Railway Medical Service Doctors

7.6.49 Indian Railway Medical Service Association have represented for time bound promotion up to HAG level. They have demanded that either the post of Director General Railway Health Services (DGRHS) be upgraded to Member (Medical) or DGRHS may be allowed to report directly to Chairman, Railway Board. Creation of two posts of Additional Members at HAG+ level in Railway Board, cadre restructuring and grant of a host of allowances are some other demands of the Association.

7.6.50 The Commission, while considering the demand of time bound promotion of Doctors up to HAG level in respect of CHS doctors, has observed that **the present system–DACP up to SAG level–is appropriate, and promotion beyond this level should be vacancy based.** On the issue of creation of two posts of Additional Members at HAG+ level, the Commission observes that creation of posts is contingent upon operational and functional requirements. All other demands like cadre restructuring, upgradation of the post of DGRHS to Member (Medical) or reporting of DGHRHS to Chairman, Railway Board directly-are purely in the

administrative domain, and hence the Commission would not like to make any recommendation in this regard. The Commission has made its recommendation on allowances in Chapter 8.

CGHS Homoeopathic Physicians

7.6.51 All India CGHS Homoeopathic Physicians Association have demanded that promotion should be granted to them up to SAG level under DACP, on the lines of GDMOs of CHS. Similarly, CGHS Ayurvedic Physicians Association has demanded total parity in pay and allowances with the GDMOS of CGHS, career progression under DACP and cadre restructuring etc.

7.6.52 The Commission notes that at present, Homoeopathic and Ayurvedic Doctors are granted promotion under DACP up to NFSG level only. The Ministry of AYUSH has commented that the amendment of Recruitment Rules to provide promotion on the pattern of CHS under DACP scheme up to SAG level to Homoeopathic Doctors is underway. **The Commission notes this and recommends parity in pay and career progression of AYUSH Doctors with the corresponding levels of GDMOs of CHS.**

7.6.53 The CGHS Homoeopathic Physicians Association has demanded creation of a post of Additional Director General, at HAG level, for Homoeopathic dispensaries, NRHM Component and National Disease Control Health Programmes etc. The Association has also represented for upgradation of the Post of Advisor (Homeopathy) from SAG to HAG level to make it more attractive.

7.6.54 Ministry of AYUSH has commented that these demands may not be considered at this stage. **The Commission considers this is an administrative matter and hence makes no recommendation in the matter.**

Nurses

7.6.55 Nursing is broadly categorised into three sub-cadres: clinical, faculty and public health nursing. The Nurses unions/associations have made a slew of demands covering increase in pay, time bound promotion etc. The clinical category nurses have demanded entry level GP 5400 (PB-3) against the existing GP 4600. Similar demands have been made by Public Health and Faculty Nurses.

7.6.56 The entry level qualification for Nurses is BSc (Hons.) in Nursing with 6 months' experience or Diploma in Nursing with two and a half years' experience.

7.6.57 The existing structure of the Nurses is as follows:

Post	Grade Pay
Nursing Advisor	8700
Chief Nursing Officer (4)	7600
Nursing Superintendent (4)	6600
Assistant Nursing Sister (206)/ Deputy Nursing Sister (33)	5400
Nursing Sister (1084)	4800
Staff Nurse (2580)	4600

Figures in paranthesis reflect the sanctioned strength of Nurses cadre in Central Government hospitals - Safdarjung Hospital, Dr. RML Hospital, Lady Harding Hospital and Kalawati Hospital of Delhi.

7.6.58 The IIMA Salary Survey has pointed out that at entry level, both the fixed pay as well as the total salary of Nurses in the government hospitals are much higher, almost two to three times compared to the salary level of the nurses in the private sector. The pay levels become more comparable in their mid-career. While the Commission takes note of these salary differentials, it feels that in aid of an appropriate comparison, a more holistic outlook may be required, keeping in perspective the vast differences in the working conditions and related workload. The Commission is aware of the onerous duties performed by medical/paramedical cadres of the government hospitals largely owing to higher patients load, poor infrastructure etc.

7.6.59 The Commission notes that the VI CPC had given a substantial increase to the Nurses and had placed them in the entry GP 4600. Against this backdrop, **the Commission recommends only replacement pay levels for Nurses.**

7.6.60 The Nursing Associations have stated that Assistant Nursing Superintendent (ANS) and Deputy Nursing Superintendent (DNS) are placed in the same GP 5400 (PB-3). It has been pointed out that DNS is a promotional post from ANS and therefore needs to be in a higher GP. The Commission observes that at present there is no nursing post in GP 5400 (PB-2). **The Commission recommends that the ANS should be placed in GP 5400 (PB-2). However, those who are already drawing GP 5400 (PB-3) will continue to draw this GP as personal to them. In future, all promotion from Nursing Sister to ANS will be in GP 5400 (PB-2) and the replacement pay level thereof. This will make the hierarchy and functional arrangements of the nursing cadre smooth.**

7.6.61 **While the Commission appreciates the need for career progression of the Nursing cadre, it feels that the basic nursing duty - that of patient care and other related services, should not get diluted in the process. The Commission recommends that on promotion nurses should continue to perform basic nursing duties especially at the level of Nursing Sister. The duties at each level of the nursing cadre should be spelt out clearly.**

Paramedic Cadres

Physiotherapists

7.6.62 Physiotherapists help patients with physical difficulties resulting from illness, injury, disability or ageing. They have demanded a higher GP 5400 (PB-3) from the existing GP 4200. It has been contended that their jobs content is intense and responsibilities are akin to those of a medical doctor. They have also demanded pay raises on the grounds of historical parity with other cadres, especially the Nurses.

7.6.63 The existing structure of the Physiotherapists is as follows:

Post	Grade Pay
Senior Physiotherapists	5400 (PB-3)
Physiotherapists	4200

7.6.64 IIMA Report reflects that the salary of Physiotherapists in the government and the CPSUs are comparable. In the private sector, however, the salary structure is very low. IIMA Report also points that retention is not a major concern for this job role in the private sector.

7.6.65 The Commission has examined the demand of the Physiotherapists. Taking note of the salary structure of Physiotherapists in the private sector, **the Commission recommends replacement pay levels for Physiotherapists. The Commission, however, also notes that Physiotherapy is an important field and that there is a need to attract talented professionals to this critical healthcare segment. The entry level qualification for Physiotherapists has been revised by the government recently from the existing Diploma in Physiotherapy to Bachelor Degree in Physiotherapy with two years practical experience with a desirable qualification of Masters in Physiotherapy. In this backdrop, the Commission recommends that the administrative Ministry should undertake a holistic cadre restructuring of Physiotherapists.**

Occupational Therapists

7.6.66 Occupational Therapists have represented for raising their GP from 4200 to 5400 (PB-3). The essential entry level qualification for Occupational Therapists is Bachelor's Degree or Diploma in Occupational Therapy with one year experience for a degree holder and three years' experience for a diploma holder.

7.6.67 The existing hierarchy of Occupational Therapists is as follows:

Post	Grade Pay
Senior Occupational Therapists	5400 (PB-3)
Occupational Therapists	4200

7.6.68 The Commission notes that Physiotherapists and Occupational Therapists perform similar duties. **Therefore, the Commission recommends replacement pay levels for Occupational Therapists as well.**

Laboratory Assistants

7.6.69 Laboratory Assistants have demanded raise in their GP from 2000 to 4800. They have also represented for treating them as scientific staff as their duties are of scientific nature. Further, they have also demanded time bound promotion to overcome the acute stagnation in their service, change in entry level qualification and nomenclature of their posts.

7.6.70 The Commission observes that Laboratory Assistants of other organisations have also represented before the Commission. The Commission has dealt with this cadre in Chapter 7.7.

Optometrists

7.6.71 The Optometrists have demanded increase in their GP from the current GP 2800 to GP 5400 (PB-3). Optometrists are primary health care practitioners of the eye and visual system. The entry level qualification for Optometrists is Class XII with Science + Degree in Optometry (four years) + one year experience.

7.6.72 The existing hierarchy of Optometrists is as follows:

Posts	Grade Pay
Optometrists Officer	4600
Senior Optometrists	4200
Optometrists	2800

7.6.73 The Commission notes that the core optometry function has indeed expanded in recent times with the advancement in the sector. This is reflected in the revision in the entry level qualification. **The Commission, therefore, recommends a higher GP 4200 for Optometrists. The Commission also recommends that the posts above thereof should be granted next higher GPs, i.e, a GP 4600 and GP 4800 for Senior Optometrists and Optometrists Officers, respectively.**

Dental Hygienists

7.6.74 Placed in the GP 4200, the Dental Hygienists have demanded GP 5400 (PB-3). The rationale for their demand is revision in their entry level educational qualification.

7.6.75 Dental Hygienists are responsible for primary oral diagnostic and treatment plan. The educational qualification for recruitment at the entry level is B.Sc. in Biology + Diploma in Dental Hygiene + two years' experience as a Dental Hygienist.

7.6.76 The Commission notes that the VI CPC upgraded the pay scales of Dental Hygienists and placed them in a higher GP 4200. **The Commission therefore recommends only replacement pay scale for Dental Hygienists.**

Dental Mechanics and Dental Technicians

7.6.77 Placed in the GP 2400, Dental Mechanics and Dental Technicians have demanded a GP 4200 on the grounds of traditional parity with Dental Hygienists.

7.6.78 Dental Mechanics are responsible for dental appliances and dentures including inlays, crown and bridge work. Dental Technicians are responsible for upkeep and sterilization of instruments and for developing dental X-rays. The entry level qualifications for both these posts are Class XII (with Science) + Full time two years' Diploma.

7.6.79 Ministry of Health and Family Welfare have commented that the nature of duties and responsibilities of all the three posts, namely, Dental Hygienists, Dental Mechanics and Dental Technicians are more or less same. The Commission also notes that there was parity in the pay scales of Dental Mechanics, Dental Technicians and Dental Hygienists. However, the Commission notes that there has been revision in the entry level qualification for the Dental Hygienists, which stands higher than those of Dental Mechanics/Dental Technicians. **Taking note of these facts, the Commission recommends a GP 2800 for Dental Mechanics and Dental Technicians.**

Family Welfare Extension Educators

7.6.80 Family Welfare Extension Educators (FWEE) have demanded that their pay be raised from GP 4200 to GP 5400 (PB-3). The rationale for seeking higher pay is higher minimum qualification at the entry level.

7.6.81 Engaged in OPD clinics for motivation, counselling and health education, FWEE provide primary health care (other than clinical services). The entry level educational qualification for the post of FWEE is Masters' Degree in Social Sciences/Sociology/Social Work etc.

7.6.82 The Commission feels that enough justification does not exist to upgrade the pay level of FWEE, and **recommends only replacement pay levels.**

Medical Social Workers

7.6.83 Medical Social Workers (MSW) have demanded raising their pay scale to GP 5400 (PB-3) against the existing GP 4200.

7.6.84 MSWs diagnose and treat patients with various behavioural and psychosocial problems. MSW typically work as a member of the interdisciplinary team with professionals of other disciplines, such as Medicine, Psychiatry, Nursing, Occupational Therapy and Speech Therapy. The entry level educational qualification is Bachelors' Degree in Sociology/Social

Work/Science with two years' experience. The desirable qualification includes Master's Degree in Sociology/Social Work or Two years' Diploma in Social Work.

7.6.85 The Commission does not find merit in the demand for higher pay and recommends replacement pay level for MSWs.

Radiographers

7.6.86 Radiographers have demanded that their pay scale may be raised to GP 4800 from the existing GP 2800. They have also demanded that the entry level qualification be raised to B.Sc. (Radiography) or equivalent degree. This demand has been made to keep pace with advancements in Radiography.

7.6.87 The Commission notes that the entry level educational qualification for Radiographers is Class XII with Science + Diploma or Certificate in Radiography (Two years duration) + one year experience.

7.6.88 The existing hierarchy of Radiographers is as follows:

Post	Grade Pay
Chief Technical Officer	7600
Junior Technical Officer/Technical Supervisor	4800
Radiographer (Supervisor)	4600
Radiographer/ Senior Radiographer	4200
Radiographer	2800

7.6.89 IIMA Report has concluded that the salary levels for Radiographers in the private sector are much lower compared to that in the government/CPSUs. IIMA Report has also pointed out that in the private sector, Radiographers have a relatively low career progression.

7.6.90 The Commission notes that Radiography has emerged as one of the important disciplines for diagnosis of medical conditions of patients. With advancement in technology, Radiographers handle newer and more sophisticated medical equipment. However, the Commission takes note of the salary differentials between the government/CPSUs and the private sector in respect of Radiographers and recommends replacement pay levels for them.

Radiotherapy Technicians

7.6.91 Radiotherapy Technicians have demanded upgradation of pay grade from GP 2800 to GP 4800. The rationale for seeking higher pay level is that they are intensively involved in treatment of cancer patients and thereby are exposed to radiation and other risks.

7.6.92 The entry level qualification for initial recruitment of Radiotherapy Technician is Class X + Certificate of Two Years' course in Radiography with Radiotherapy as a compulsory subject.

7.6.93 The existing hierarchy of Radiotherapy (Technicians) is as follows:

Post	Grade Pay
Junior Technical Officer	5400 (PB-3)
Senior Radiotherapy Technician/Supervisor	4200
Radiotherapy Technician/ Senior Radiotherapy Technician/ Mould Room Technician/ Radium Curator	2800

7.6.94 The Commission appreciates the arduous nature of duties performed by the Radiography Technicians/Senior Radiotherapy Technician/Mould Room Technician/Radium Curator. However, given the entry level qualification and pay structure of similarly placed cadres, the Commission recommends replacement pay levels for Radiotherapy Technicians.

Perfusionists

7.6.95 Perfusionists of Dr. RML Hospital and Safdarjung Hospital have demanded a GP 5400 (PB-3) from the existing GP 4200.

7.6.96 Perfusionists are responsible for pumping oxygenated blood under controlled temperature and pressure to all the organs of the body of patient during surgery with the help of heart lung machine. The entry level qualification for this cadre in Safdarjung Hospital is Degree in Science plus Diploma in Perfusion Technology while in Dr. RML Hospital; there is an additional requirement of one year experience with the same qualification.

7.6.97 The Commission recommends replacement pay levels for Perfusionists. The Commission notes that the nomenclature of this cadre varies across institutions. The entry level post of Perfusionist in Safdarjung Hospital is called Junior Perfusionist while in Dr. RML Hospital, it is designated as Sr. Perfusionist. **To bring about uniformity in nomenclature, the Commission recommends that the designations and the Recruitment Rules should be rationalized by the administrative ministry.**

Dieticians

7.6.98 Dieticians have demanded a GP 5400 (PB-3) from their existing GP 4600. The entry level qualification for Dietician is Master's degree in Home Science/Home Economics with specialisation in Food and Nutrition or BSc (Home Science/Home Economics) with nutrition as a special subject with PG Diploma in Dietetics and one year's practical experience in Dietetics.

7.6.99 The Commission feels that sufficient justification does not exist to upgrade the pay levels of Dieticians, and recommends only replacement pay levels.

Pharmacists

7.6.100 Pharmacists have demanded a raise to GP 4600 from their present GP 2800. They are granted non-functional upgradation to the next higher grade (GP 4200) on completion of two years' of service in the entry level grade.

7.6.101 Pharmacists are responsible for storing and dispensing the medicines to patients. The entry level qualification for Pharmacists is Class XII (Science) with two years Diploma in Pharmacy and registration with State Pharmacy Council.

7.6.102 The Commission feels that sufficient justification does not exist to upgrade the pay levels scales of Pharmacists, and recommends replacement pay level.

Sanitary Inspectors

7.6.103 Placed in GP 2400, Sanitary Inspectors are seeking higher GP 4200 citing historical parity with Sanitary Inspectors in Airport Health Organisation (APHO) and Port Health Organisation (PHO), who are in higher GP.

7.6.104 Sanitary Inspectors are responsible for sanitation and cleanliness in the hospitals. They are also responsible for upkeep and disinfection of the mortuary. The eligibility condition for recruitment to the post of sanitary inspector is Class X with a Diploma in Sanitary Inspector Course.

7.6.105 The Commission observes that it is not appropriate to provide upgrade simply on the basis that posts with similar nomenclature are in the higher GP. Pay is determined, inter alia, on the basis of job content, responsibilities and qualifications. Therefore, the Commission recommends only replacement pay level for Sanitary Inspectors.

Dressers

7.6.106 Dressers have demanded a raise to GP 2400 from GP 1800.

7.6.107 Entry level qualification for Dressers is Middle Standard with First Aid qualification and three years' experience of dressing of wounds.

7.6.108 The Ministry of Health and Family Welfare has recommended grant of higher pay to Dressers with the suggestion that entry level qualification be raised. **The Commission observes that the entry level qualification of the Dressers should be Class XII with three years' experience of dressing of wounds. Subject to this revision, the Commission recommends a higher GP 2000 for Dressers. Further, the existing incumbents not possessing the revised qualification may be granted replacement pay level for the time being. They may be granted the pay level corresponding to GP 2000 after acquiring the revised qualification or on completion of five years in the pay level corresponding to GP 1800, whichever is earlier.**

Speech Therapists

7.6.109 Placed in the GP 4600, the Speech Therapists have demanded a GP 5400 (PB-3). The raising of Grade Pay has been demanded on the grounds of higher qualification and nature of job.

7.6.110 Speech Therapists diagnose, assess and treat patients with speech problems arising due to stroke, hypertension, fits etc. They also treat patients with hearing problems, speech disorder by birth or acquired. The entry level educational qualification for Speech Therapists is Four Years' degree course in Speech Therapy/Speech Pathology plus one year experience **or** Two Years' Diploma Course in Speech Therapy/Speech Pathology with three years' experience.

7.6.111 Speech Therapy is one of the newer disciplines covering a wide area in the Health Sector. The Commission observes that there is a general shortage of Speech Therapists. However, this phenomenon is also observed in respect of several other cadres as well. **The Commission recommends replacement pay level for the Speech Therapists.**

Common Categories

Chapter 7.7

7.7.1 There are certain categories of staff, spread across various ministries, departments and organizations, who are engaged in similar functions. They have been dealt with collectively in this chapter. The following categories are included:

- i. Accounts Staff belonging to unorganised accounts cadres
- ii. Artists
- iii. Canteen Staff
- iv. Drivers
- v. EDP staff
- vi. Firefighting staff
- vii. Laboratory Staff
- viii. Library Staff
- ix. Multi-Tasking Staff (MTS)
- x. Paramedical Staff
- xi. Printing Staff
- xii. Publicity Staff
- xiii. Storekeeping Staff
- xiv. Translators-cum-Interpreters (foreign languages)
- xv. Workshop Staff
- xvi. Statistical Cadre

7.7.2 Apart from the above, certain other categories, listed as “common categories” in the reports of earlier Pay Commissions, are considered as under:

Category	Dealt under
Draughtsman	Engineering Services (Chapter 7.4)
Police personnel	Ministry of Home Affairs (Chapter 11.22)
Teaching Staff	Ministry of Human Resource Development (Chapter 11.24)
Veterinarians	Ministry of Agriculture (Chapter 11.1)

Accounts Staff Belonging to Unorganised Accounts Cadres

7.7.3 In the Central Government, there are two categories of Accounts Staff: organised accounts cadres and unorganised accounts cadres. The organised accounts cadres belong to Indian Audit and Accounts Department, Controller General of Civil Accounts, Department of Posts, Indian Railways and Controller General of Defence Accounts. On the other hand, there are many isolated posts of accountants in Group ‘B’ and ‘C’ categories in various ministries/departments who engage in accounts related works. They do not belong to any organised cadre and are broadly referred to as unorganised accounts cadres.

7.7.4 The Accountants belonging to unorganised accounts cadres have put forward many demands ranging from upgradation of pay scales to merger with organised accounts cadres/other services. Accountants of Research and Analysis Wing, Cabinet Secretariat, have demanded upgrade from GP 4200 to GP 4800 on the lines of organised accounts cadres. Similarly, the Accounts Officers and Junior Accounts Officers of the Central Administrative Tribunal have sought GP 5400 (PB-3) and GP 4800 respectively. The reference in this case are cadres of CSS/CSSS. Accountants of the Bureau of Police Research and Development (BPR&D) have demanded that they should be upgraded from GP 4800 to GP 4600 with the designation of Senior Accountants.

Analysis and Recommendations

7.7.5 The matter has been examined. The Commission notes that the mode of recruitment, entry level qualification and the duties and responsibilities of the organised accounts cadres are different when compared to those of unorganised accounts cadres. Similarly, the skill sets of the organised accounts cadres are also fairly higher. The organised accounts cadres have to compulsorily pass various examinations for promotions. This may not be the case in respect of unorganised accounts cadres. In this backdrop, the Commission feels that the unorganised accounts cadres cannot be treated at par with organised accounts cadres. The demands relating to merger of their cadres with other services is also not feasible. **The Commission recommends replacement pay levels for unorganised accounts cadres.**

Artists

7.7.6 The posts of Artists are found in Offices under Ministries of Defence, Information and Broadcasting, Ministry of Culture, Government of National Capital Territory of Delhi etc. The cadre structure of Artists, pay and entry level qualifications at various levels, which are not quite uniform, are given below:

Pay Band	Grade Pay	Designation	Entry Level Qualification
Ministry of Defence			
Air Force			
PB-1	2400	Junior Artist Grade-2	i) Class X or equivalent qualification from a recognised University/Board. ii) Certificate from recognised Art School or College. iii) Fluent with brush and capable of producing good work.
PB-1	2800	Junior Artist Grade-1	i) Class X or equivalent qualification from a recognised University/Board. ii) Certificate from recognised Art School or College. iii) Fluent with brush and capable of producing good work.
Army			
EME Corps			
PB-1	2000	Poster Artist	i) Class X or equivalent qualification from a recognised University/Board. ii) Three years' work experience in Art work
PB-1	2800	Artist Grade-II	i) Class X or equivalent qualification from a recognised University/Board. ii) Certificate from recognised Art School or College. iii) Fluent with brush and capable of producing good work.

Pay Band	Grade Pay	Designation	Entry Level Qualification
PB-2	4200	Artist Grade-I	(i) Class X or equivalent qualification from a recognised University/Board. (ii) Degree in Fine/Commercial Arts; or Diploma(Three years' course in Fine/Commercial Arts). (iii) Two years practical experience in commercial design and layout.
PB-2	4200	Senior Artist	(i) Degree in Fine Arts or Commercial Arts from a recognised University or equivalent. (ii) Two years practical experience in commercial design and layout in Government Organisation or Commercial Establishment. OR (i) Diploma in Fine Arts or Commercial Arts from a recognised University or Institution or equivalent. (ii) Three years practical experience in commercial design and layout in Government Organisation or Commercial Establishment.
Rashtriya Military School			
PB-1	2400	Artist Grade-II	(i) Class X or equivalent qualification from a recognised University/Board. ii)Diploma in Drawing and Painting from recognised Institution of Arts.
PB-1	2800	Artist Grade-I	i) Class X from a recognised University/Board. Diploma in Fine Art.
Government of NCT, Delhi			
PB-2	4200	Artist	(i) Class X from a recognised University/Board. Diploma in Art. (ii) Three years' experience in letter designing
Ministry of Information and Broadcasting			
Film Division			
PB-2	4200	Assistant Layout Artist	i) Class X from a recognised University/Board. ii) Degree/Diploma in Fine Arts/Commercial Arts. iii) Three years' experience in art field, commercial art, animation drawings, newspaper, cartoons, designs etc.
PB-2	4200	Layout Artist	i) Degree/Diploma in Fine Arts/Commercial Arts. ii) Three years' experience as layout artist or illustration artist including experience In figure and perspective drawing.
PB-1	2800	Artist Grade-II	i) Class X from a recognised University/Board. ii) Degree/Diploma in Fine Arts/Commercial Arts. iii) Two years' experience in art field, commercial art, animation drawings, newspaper, cartoons, designs etc.
PB-2	4200	Artist Grade-I	i) Class X from a recognised University/Board. ii) Degree/Diploma in Fine Arts/Commercial Arts. iii) Three years' experience in art field, commercial art, animation drawings, newspaper, cartoons, designs etc.
Ministry of Culture			
National Museum			
PB-1	2800	Artist	i) Degree/Diploma in Fine Arts/Commercial Arts. ii) Two years' experience in commercial art, preparation of charts and graphics layout.

7.7.7 Representations have been received for upgrades across levels.

Analysis and Recommendations

7.7.8 The Commission finds only one instance where upgrade appears justified. The post of Poster Artist in the EME Corps of the Army is presently at GP 2000. Given the entry level qualifications and the job profile, the Commission recommends that the post should be upgraded to GP 2400. The remaining posts in various organisations are considered to be appropriate placed and the Commission recommends that they be given replacement levels in the new pay matrix.

Canteen Staff

7.7.9 Their structure in various ministries/departments is as under:

Sl. No.	Name of post	Grade Pay
1.	Wash Boy/Sweeper (Now Canteen Attendant)	1800
2.	Bearer	1800
3.	Tea/Coffee maker	1800
4.	Assistant Halwai-cum-Cook	1900
5.	Halwai/Store Keeper/Cashier	2000
6.	Clerk	1900
7.	Assistant Manager-cum-Store Keeper	2400
8.	Accountant	4200
9.	Manager Grade-III(Now Manager-cum-Accountant, Manager Grade-II)	4200
10.	Deputy General Manager	4200
11.	General Manager	4200

7.7.10 There are general demands to upgrade each post on the grounds that such posts hold higher responsibilities compared to other posts at similar levels.

Analysis and Recommendations

7.7.11 The Commission does not find valid justification for upgrade. Replacement pay levels are recommended.

Drivers

7.7.12 Demands of Staff Car Drivers include:

- i. pay enhancement,
- ii. time bound promotion after completion of residency period,
- iii. creation of a Gazetted post in the cadre, such as Motor Transport Officer, Transport Supervisor etc.,
- iv. creation of an additional higher grade in PB-3,
- v. enhancement of the entry grade pay from the present GP 1900, and

- vi. abolition of prescribed placement ratio for promotion to next higher grade.

7.7.13 Drivers in the Defence (Civilian) sector have voiced the demand that they drive specialized heavy vehicles, and the minimum age requirement for acquiring a driving license for these vehicles is 22 years, as opposed to 18 years for a general license. They also contend that they perform physically more strenuous and technically more complicated functions, and therefore they should be compensated better.

Analysis and Recommendations

7.7.14 The general hierarchy in the cadre of drivers is as given in the table below:

Sl. No.	Post	Grade Pay	%age for placement
1	Special Grade	4200	5
2	Grade-I	2800	35
3	Grade-II	2400	30
4	Ordinary Grade	1900 (Entry level)	30

7.7.15 The Commission observes that career progression is adequate. In any case, since MACP is also allowed to drivers, the operation of such percentages is really of not much significance as pay upgradation through MACP ensures that no one stagnates beyond a stipulated period. The Commission therefore recommends replacement pay levels for them.

7.7.16 As regards creation of posts such as Motor Transport Officer, Transport Supervisor in the gazetted rank, the Commission is not making any recommendation to this effect, as creation of supervisory post depends on the cadre strength and functional justification in each ministry/department.

7.7.17 Regarding Drivers in the Defence (Civilian) sector, the Commission is of the view that the government may consider placing such drivers in a distinct category with differentiating features which would include more stringent qualifying criteria and clear job description that bring out the higher responsibility and skills. The government should decide which of the drivers fall in this category and accordingly modify their recruitment rules, harmonise their entry requirements and designate them on similar lines.

Electronic Data Processing (EDP) Staff

7.7.18 Government of India, over the last few decades, has gone in for computerisation in a big way. While some departments ventured ahead in the 1960s itself, by the 1980s the deployment was widespread. In the initial years the policy thrust was on creating “Management Information Systems (MIS)” and “Decision Support Systems (DSS)” for development, planning and responsive administration government. These have been the genesis of the present day e-Governance.

7.7.19 The entry pay of EDP staff is in the GP 2400 with minimum qualification of Class XII with science and maths. The hierarchy reaches up to the level of Director in the GP 8700. Different levels in the hierarchy are filled through both promotion and direct recruitment (DR),

with requirements of minimum qualification for DR going up to Bachelors' and Masters' in Computer Applications.

7.7.20 The Associations of EDP staff have demanded a full-fledged All India EDP Service cadre for Group 'A' posts along with subordinate service cadre on the lines of the Indian Economic Service and Indian Statistical Service, to maintain uniform grade structure and improve career advancement. They have demanded making NIC their nodal agency and Department of Information Technology their cadre controlling authority. A demand has also been made to implement the Modified Flexible Complementing Scheme (MFCS) for these employees.

Analysis and Recommendations

7.7.21 The Commission has noted that EDP staff are spread across several ministries. In 2014, DoPT has notified the Model Recruitment Rules for various EDP posts. This notification states that ministries/departments may review their extant RRs and modify these in accordance with the Model Recruitment Rules. The notified hierarchy is given below:

Model EDP Personnel Structure

Designation/Levels	Grade Pay
Director	8700
Joint Director/System Supervisor/Principal System Analyst	7600
Senior System Analyst/Data Processing Manager	6600
Senior Programmer/Systems Analyst/System Security Officer/ DEO Grade F	5400
Programmer/DEO Grade E	4800
Data Processing Assistant/Data Entry Operator Grade D	4600
DEO C	4200
DEO B	2800
Data Entry Operator (DEO) A	2400

7.7.22 It is noted that there are five levels of Data Entry Operators in the model structure above. Over the years, with advancement in computing technology, data entry as a large-scale activity has considerably diminished. Further, this is an area where outsourcing is very common. The Commission therefore suggests that the DoPT may like to revisit its instructions and draw up a structure which is more in tune with the current technology. Regarding their pay, replacement pay levels are recommended for these employees.

Firefighting Staff

7.7.23 Firefighting staff exist in all Union Territories as well various industrial establishments. Demands have been received from all quarters, mainly with regard to upgrades.

- i. The demand of the fire-fighting staff of Administration of Daman and Diu is pay parity with their counterparts in other UTs viz., Dadra and Nagar Haveli, Andaman and

Nicobar, Lakshadweep, Puducherry and NCT Delhi. They have further demanded that pay structure of the Firefighting Staff of all UTs should be at par with the posts in CAPFs, Delhi Police, IB, CBI and the Police Departments of Union Territories.

- ii. The Firefighting Staff of the Ordnance Factories has demanded improvement in the pay structure. They have also stated that while in almost all Defence Establishments, the structure and pay for the Firefighting Staff, as recommended by the VI CPC were implemented, the same was not done in Ordnance Factories.
- iii. Firefighting staff in the Railways as well as in Defence Research Development Organisation (DRDO) have sought enhancement of pay.

Analysis and Recommendations

7.7.24 It is observed that the hierarchical structure of the Firefighting Staff in different organisations varies considerably. The Commission feels that there is a need for a unified and standard hierarchical structure/pattern for the Firefighting Staff considering that there is similarity in their nature of duties irrespective of the organisation. Thus it **recommends drafting of Model Recruitment Rules for the Firefighting Staff of all Central Government Departments and UTs with similar designation and pay structure**. Replacement pay levels are recommended till such time that model Recruitment Rules are drafted and finalised. However, taking into account the risk and hardship faced by these employees, **an allowance based on cell R2H3 [Level >=9: ₹3,400 pm, Level <=8: ₹2,700 pm] of the Risk and Hardship matrix is recommended for them.**

Laboratory Staff

7.7.25 Laboratory Assistants have demanded raise at various levels. They have also represented for treating them as scientific staff as their duties are of scientific nature. Further, they have also demanded time bound promotions to overcome the acute stagnation in their cadre.

Analysis and Recommendations

7.7.26 The existing structure of Laboratory Assistants is as follows:

Posts	Grade Pay
Junior Technical Officers/Technical Supervisor	4600
Senior Technical Assistant (Lab)/Technical Supervisor (Lab)	4200
Laboratory Technician/Senior Laboratory Technician/Blood Bank Technician/Senior Blood Technician/Technical Assistant/Museum Curator	2800
Laboratory Assistant	2000, 2400, 2800

7.7.27 The entry level qualification for Laboratory Assistants varies from Class X + Diploma in Medical Laboratory Technology (DMLT) to Class XII + DMLT.

7.7.28 The Commission feels that Laboratory Assistants perform a very important function. The medical diagnosis and treatment to a very large extent depends on proper examination and findings by the laboratory staff.

7.7.29 Ministry of Health and Family Welfare have intimated that the cadre review of laboratory staff, which was underway, has since been finalised with the concurrence of the Ministry of Finance. The restructured/revised entry level qualification, grade pays and nomenclatures of different posts are reflected in the table below:

Exiting Post	Grade Pay of Exiting Post	Nomenclature of the Revised Post	Grade Pay of Revised Post	Mode of Recruitment	Professional Qualification for Direct Recruitment
Laboratory Assistant	2000/2400/2800	Junior Medical Laboratory Technologist	2800	100% Direct	Class XII with Science and DMLT with one year experience Desirable qualification is Bachelor Degree in Medical Laboratory Science.
Laboratory Technician/ Blood Bank Technician	2800	Medical Laboratory Technologist	4200	50% Direct 50% Promotion	Bachelor Degree in Medical Laboratory Science with two years' experience.
Technical Asstt./ Sr. Laboratory Tech./ Museum Curator/Sr. Blood Bank Tech.	2800	Medical Lab Technologist	4200	100% Promotion	
Senior Technical Assistant (Lab)/ Technical Supervisor (Lab)	4200	Technical Officer (MLT)	4600	100% Promotion	
Junior Technical Officer/ Technical Supervisor (Lab)	4600	Senior Technical officer (MLT)	4800	100% Promotion	
New Post	-	Chief Technical officer	5400 (PB-3)	100% Promotion	

7.7.30 The Commission notes that with this cadre review, most of their demands stand addressed. **The Commission, therefore, recommends replacement pay levels for these employees.**

7.7.31 The approach of this Commission is to bring about uniformity in the entry level qualifications, nomenclatures and pay scales while dealing with cadres with similar job content and responsibility across organisations. The cadre of Laboratory Staff presents a fit case for such harmonization. Accordingly, **the Commission recommends that administrative ministries take appropriate steps for aligning the laboratory staff under their respective jurisdictions on the lines reflected in the above table.**

Library Staff

7.7.32 Libraries exist in almost all the major ministries and departments of the Central Government. Based on the recommendations of a Review Committee chaired by Professor D.P. Chattopadhyay, these libraries have been categorised. The categories range from Level I to Level VI, with the National Library, Kolkata being categorised in highest Level VI.

7.7.33 The Commission has received memoranda from various library staff associations. They have highlighted the issue of stagnation of librarians across ministries. Demands for upgrades for all levels have also been made.

Analysis and Recommendations

7.7.34 The hierarchy of library staff is given below:

Name of Post	Existing Pay Structure	Pay Structure Sought
Library Attendant/MTS/Library Assistant	GP 1800	GP 1900
Library Clerk	GP 1900	GP 2000
Library and Information Assistant	GP 4200	GP 4600
Assistant Library and Information Officer	GP 4600	GP 4800
Library and Information Officer	GP 6600	GP 7600
Sr. Library Information Officer	GP 7600	GP 8700
Pr. Library and Information Officer/Director	GP 8700	GP 8900
Senior Director	GP 8900	GP 10000
Addl. Director General	GP 10000	HAG
Director General	HAG	HAG+

7.7.35 The Commission has studied the educational qualifications required and the job profile of different levels. **The Commission is of the view that the posts are appropriately placed and no upgrade is justified.** The Commission, however, suggests that the Ministry of Culture as the nodal ministry for this category, carry out a census of Central Government librarians. This would give a better picture of the extent of the problem on account of isolated or 'stub' posts, so that career progression alternatives could be worked out and the problems of stagnation can be suitably addressed.

Multi-Tasking Staff (MTS)

7.7.36 The demand from MTS has been with respect to increase in frequency of MACP and non-functional upgradation at promotional levels. It has been urged that Multi-Tasking Staff (MTS) working in Delhi Police be converted into Uniformed Staff as Constable Tradesman like in the CAPFs and granted same pay structure of Constable. Lal Bahadur Shastri National Academy of Administration (LBSNAA) has demanded that 50 percent posts of LDCs be earmarked for filing up by promotion/Departmental Examination by MTS.

Analysis and Recommendations

7.7.37 Looking at the qualification requirements and their job profile, the Commission does not recommend any changes in the pay structure or the promotional prospects of the MTS. Regarding MTS in Delhi Police, the Commission is of the view that since MTS is a common category, any special dispensation to MTS in Delhi Police is not justified. In so far as the MTS of LBSNAA are concerned, the Commission notes as per the recruitment rules for LDC, presently only 5 percent of MTS can get promoted to LDC through limited departmental examination. However, since the government has stopped direct recruitment for the clerical cadre and gradually phasing out the existing incumbents, their demand cannot be accepted.

Paramedical Staff

7.7.38 There is a significant lack of standardization across paramedical cadres across organizations as far as their entry level qualifications, pay scales, nomenclature and promotional avenues are concerned. The approach of this Commission is to bring about such uniformity in their entry level qualifications and pay scales.

Physiotherapists in Railways and Defence Establishments

7.7.39 Their entry level qualifications and existing/demanded pay are as follows:

Organization	Entry Level Qualification	Existing Grade Pay	Grade Pay Sought
Railways	Diploma in Physiotherapy	4200	5400 (PB-3)
Defence	Degree in Physiotherapy with two years' experience	4200	4800

7.7.40 The Commission notes that in the Central Government hospitals, Physiotherapists are placed in GP 4200. Their entry level qualification has been revised recently, from Diploma in Physiotherapy to Bachelor's Degree in Physiotherapy with two years' practical experience. A Master's Degree in Physiotherapy is a desirable qualification.

7.7.41 The Commission notes that the entry level qualification of Physiotherapists of Defence Establishments is already Degree in Physiotherapy with two years' experience.

7.7.42 **For Physiotherapists in Railways, the Commission recommends an entry level qualification of Bachelor Degree in Physiotherapy with two years' practical experience.** As far as the pay scale is concerned, the Commission has recommended replacement pay scale for Physiotherapists of Central Government hospitals. On the same lines, **the Commission recommends replacement pay for Physiotherapists of Railways and Defence Establishments.**

Pharmacists in Railway, Defence Establishments and Andaman and Nicobar Administration

7.7.43 Pharmacists belonging to various organizations have represented before the Commission for upgrades. The entry level qualifications, existing pay and demanded pay of the Pharmacists is as follows:

Organization	Entry Level Qualification	Existing Grade Pay	Grade Pay Sought
Railways	Class XII + two years' Diploma in Pharmacy + three months' training	2800	4600
Defence	Class XII in Science + two years' Diploma + Certificate as registered Pharmacist + three months training	2800	4800
Andaman and Nicobar Administration	Degree in Pharmacy Or Diploma in Pharmacy + Registration with Pharmacy Council	2800	4600

Note: After two years of service, Pharmacists of Railway, Defence establishments, Andaman and Nicobar Administration and Central Government Hospitals are placed in the Non-functional upgradation to the next Grade Pay.

7.7.44 Pharmacists in the Central Government hospitals with an entry level qualification of Class XII (Science) with two years' Diploma in Pharmacy are placed in GP 2800. Given their entry level qualification and other aspects of the job profile, the Commission has recommended replacement pay scales in respect of Pharmacists of Central Government hospitals. The Commission notes that the entry level qualifications and job profile of Pharmacists in Railways, Defence Establishments and Andaman and Nicobar Administration are similar. **The Commission therefore recommends replacement pay levels for Pharmacists of these organizations as well.**

Dieticians in Railways

7.7.45 Dieticians in Railways have demanded an upgrade to GP 5400 (PB-3) from the existing GP 4200. The Dieticians in Central Government are placed in GP 4600. The entry level qualification for Dieticians in Railways is B.Sc. with Chemistry/Home Science and PG Diploma in Dietetics with three months' internship OR M.Sc. (Home Science) with Food and Nutrition. The entry level qualification for Dieticians in Central Government is Master's Degree in Home Science/Home Economics with specialisation in Food and Nutrition or B.Sc. (Home Science/Home Economics) with Nutrition as a special subject and PG Diploma in Dietetics and one year's experience. Thus, the entry level qualification of Dieticians in Railways and Central Government is similar except that in the Railways, three months' internship has been prescribed as against one year's experience prescribed in the Central Government. **The Commission observes that this is a fit case for harmonisation and recommends GP 4600 for Dieticians in Railway. The promotional posts of Senior Dietician (present GP 4600) and Assistant Dietetic Officer (present GP 4800) will also be upgraded to GP 4800 and GP 5400 (PB-2) respectively.**

Radiographers in Railway

7.7.46 Radiographers belonging to various organizations have represented before the Commission for an upgrade. The entry level qualification, existing pay and demanded pay of the Radiographers across various organizations are as follows:

Organization: Railways			
Post	Entry Level Qualification	Existing Grade Pay	Grade Pay Sought
Chief Radiographer	Promotional Post	4200	4800
Radiographer	Class XII with Physics and Chemistry + Diploma in Radiography	2800	4200

Organization: Ministry of Defence			
Post	Entry Level Qualification	Existing Grade Pay	Grade Pay Sought
Chief Radiographer	Promotional Post	4800	5400
Senior Radiographer	Promotional Post	4600	5400
Radiographer	Class XII with Science+ three years' Diploma/ Certificate in Radiography	2800	4800

Organization: Andaman and Nicobar Administration				
Posts	Entry Level Qualification	Mode of Recruitment	Existing Grade Pay	Grade Pay Sought
Chief Radiographer	Degree/Diploma in X-Ray/Radiography + three years' experience	100% by promotion failing which by Deputation	4600	4800
Senior Radiographer	Graduation in Science + Diploma or Degree in X-Ray technology + two years' experience	100% by promotion failing which by Direct Recruitment	4200	4600
Radiographer	Class XII + Diploma/Degree in Radiography	Direct Recruitment	2800	4200
Junior Radiographer	Class XII + two years' Diploma in Radiography	Direct Recruitment	2000	2800

7.7.47 In the case of the Radiographers of the Central Government hospitals, the entry level qualification is Class XII with Science + Diploma or Certificate in Radiography (Two years' duration) + one year's experience and are placed in GP 2800. The Commission has recommended replacement pay scales for them.

7.7.48 The Commission notes that the entry level qualifications of Radiographers in Railways, placed in GP 2800, are similar to that of Radiographers of Central Government hospitals. **The Commission recommends replacement pay scales for them.**

7.7.49 In respect of Radiographers of Defence Establishments, the entry level qualification is slightly different. It is Class XII with Science+ three years' Diploma/Certificate in Radiography. They are placed in GP 2800. **The Commission recommends replacement pay scales for them.**

7.7.50 In case of Radiographers of Andaman and Nicobar Administration, the Commission notes that the posts of Junior Radiographers and Radiographers have similar entry level qualifications but are placed in GP 2000 and GP 2800 respectively. **The Commission recommends that the post of Junior Radiographer be merged with Radiographers and placed in GP 2800.**

Perfusionists in Railways

7.7.51 Placed in GP 2400, the entry level qualification for Perfusionists in Railways is B.Sc. + three years' experience. They have demanded an upgrade to GP 4200.

7.7.52 In the case of Perfusionists of Central Government hospitals, who are placed in GP 4200, the entry level qualification is Degree in Science + Diploma in Perfusion Technology. The Commission has recommended replacement pay levels for them. **Therefore, the Commission recommends GP 4200 for Perfusionists in Railways subject to acquiring qualification of Degree in Science + Diploma in Perfusion Technology. Further, the existing incumbents not possessing the revised qualification may be granted replacement pay level corresponding to GP 2400. They may be granted the pay level corresponding to upgraded GP 4200 after acquiring the revised qualification OR upon completion of three years in GP 2400, whichever is earlier.**

Dental Hygienists in CGHS

7.7.53 Dental Hygienists in CGHS are placed in GP 2400 with entry level qualification of Class X + registration with Dental Council of India + two years' experience. They have demanded an upgrade on the grounds that the post of Dental Hygienists in Central Government hospitals has been upgraded.

7.7.54 Dental Hygienists in the Central Government hospitals, with an entry level qualification of B.Sc. in Biology + Diploma in Dental Hygiene + two years' experience, are placed in GP 4200.

7.7.55 The Commission is of the view that cadres with similar job content and responsibilities should have similar entry level qualification and pay scales. **The Commission, therefore, recommends GP 4200 for the Dental Hygienists of CGHS subject to the administrative ministry taking steps to bring uniformity in their entry level qualifications on the patterns of those in Central Government hospitals.**

Printing Staff

7.7.56 The Printing staff under various ministries and departments of the Government of India have traditionally been considered as a category similar to that of Workshop staff. The V CPC had made detailed recommendations with regard to them, following which the government had effected changes in the pay scales of some categories of printing staff. They have sought upgrades for various levels as brought out below:

Name of Post	Existing Grade Pay	Proposed Grade Pay
Semi-skilled	1800	1900
Skilled	1900	2400
Technical Supervisory (section holder)	2800	4200
Foreman	4200	4600
Non-Gazetted Class II (Technical Officer),	4600	4800
Gazetted Class II (Asstt. Manager/ Dy Manager)	4600	5400

Analysis and Recommendations

7.7.57 The Commission notes the pay levels presently assigned are in line with those accorded to other staff with similar qualifications/skills and job profiles. **The Commission therefore does not recommend an upgrade for any level of Printing Staff.**

Publicity Staff

7.7.58 The posts of Publicity staff are found in Anthropological Survey of India, Border Roads Development Board, Ministry of Information and Broadcasting, Government of NCT of Delhi, etc.

7.7.59 The Commission has received memorandum for upgrading the pay scales of various posts. Comparisons have been drawn with CSS to further the case of upgrades, citing historical parities.

Analysis and Recommendations

7.7.60 The Commission studied the job profiles and required educational qualifications of various posts of Publicity Staff across ministries. It is the view of the Commission that the posts are appropriately placed in the pay hierarchy and upgrade is not justified.

7.7.61 Regarding comparison with CSS, the Commission is of the view that the two job roles are functionally different and hence, incomparable.

Storekeeping Staff

7.7.62 Storekeeping functions are carried out in almost all ministries and departments, though the scope of these functions vary. Some departments handle highly sophisticated stores such as scientific equipment, spares for plant and machinery, fissionable materials, medicines and medical equipment, hazardous chemicals, etc. The duties and responsibilities of storekeeping staff primarily extend to receipt, proper storage, distribution, safe custody and accounting of stores. In certain large organizations, however, these include procurement functions as well.

7.7.63 Ministry of Defence has large workforce of Storekeepers and it is contended that they have been given lower pay scales vis-à-vis their counterparts in ministries of Railways. They have accordingly sought parity.

Analysis and Recommendations

7.7.64 The Cadre structure of Storekeepers along with their pay and entry level qualifications at various levels in different organisations is given in the table below:

Pay Band	Grade Pay	Designation	Entry Level Qualification
Ministry of Defence			
<i>Air Force</i>			
PB-1	1900	Assistant Store Keeper	Essential –Class XII or equivalent. Desirable - Experience in handling stores and keeping accounts in a store of a concern of repute in Public or Private Sector
PB-1	2400	Store Keeper	Essential - Graduation or equivalent Desirable –Experience in handling stores and keeping accounts in a store of a concern of repute in Public or Private Sector
<i>Army</i>			
Military Engineering Service			
PB-1	1900	Store Keeper	Class XII or equivalent from recognised Board or Equivalent
PB-2	4200	Supervisor Barrack/Stores Gr.II	Degree in Arts/Science preferably with a diploma in Material Management OR 3 years diploma in Civil or Mechanical/Electrical Engineering
PB-2	4600	Barack Store officer	Degree in Arts/Science preferably with a diploma in Material Management OR Degree in Engineering
ARMY Ordnance Corps			
PB-1	1900	Store Keeper	Departmental examination for officials with GP 1800
PB-1	2400	Senior Store Keeper	Graduate in any discipline from any recognised University or Diploma in Material Management or Diploma in Engineering in any discipline from any recognized Institutions
<i>Navy</i>			
PB-1	1900	Assistant Store Keeper	i) Class XII or equivalent from recognised Board or Equivalent ii) One year experience in inventory related stores work in a Govt./Public Sector/a reputed workshop

Pay Band	Grade Pay	Designation	Entry Level Qualification
PB-1	2400	Store Keeper	i) Degree in Science with Physics/ Chemistry/Mathematics from a recognised University ii) basic computer knowledge on data base management iii) one year experience in stores work in a Government/ Public Sector/a reputed workshop OR i) Class XII in Science/Commerce from recognised Board ii) 5 years' experience in stores work in a government/ PSU/a reputed workshop
Ordnance Factory			
PB-1	1900	Store Keeper	Essential : Class XII or equivalent from recognised Board or Equivalent Desirable : Basic knowledge of Computer application having 'O' level certificate
PB-1	2400	Supervisor/NT	Degree in any subject
PB-2	4200	Chargeman/NT	Degree in any subject
PB-2	4600	Junior Works Manager	By Promotion from Chargeman/NT
DRDO			
PB-1	1900	Store Assistant-A	i) Class XII or equivalent from recognised Board or Equivalent ii) Skill test on Computer for Hindi/English typing
PB-1	2400	Store Assistant-B	Promotion and Limited Departmental Competitive Examination
PB-2	4200	Senior Store Assistant	Promotion and Limited Departmental Competitive Examination
Ministry of Information and Broadcasting			
PB-1	2400	Store Keeper	i) Class X or equivalent from recognised University ii) 5 years' experience as Store Keeper in a large Industrial/government organisation. ii) Fully conversant with electronics, auto and audio visual stores.
Ministry of Railways			
PB-1	1900	Technician-III	Matric with ITI certificate
PB-2	4200	Depot Material Superintendent	Diploma in Engineering in any discipline from recognised institution or approved by AICTE
PB-2	4200	Chief Depot Material Superintendent	Degree in Engineering

7.7.65 The Commission is of the view that considering the job profiles and requirements of educational qualifications, the different posts appear to be appropriately placed in the hierarchical structure. Upgrade is not justified.

Translators-cum-Interpreters (Foreign Languages)

7.7.66 There are posts of Translators-cum-Interpreters (Foreign Languages) in the ministries of Defence, External Affairs, Communication, Science and Technology and Cabinet Secretariat etc.

7.7.67 The cadre of Interpreters of Ministry of External Affairs (MEA), in their demand, has pointed out that no cadre review has taken place for their cadre in the last 38 years.

7.7.68 The cadre of Russian translators in Integrated Headquarters of MOD (Navy) has contended that they have the same entry level qualification and nature of duties as translators of other languages in the same office, but are placed in a lower pay scale.

Analysis and Recommendations

7.7.69 In so far as the case of Interpreters in MEA is concerned, the Commission is of the view that cadre review is an administrative issue and should be dealt with at the level of MEA only.

7.7.70 Regarding the case of Russian translators in the Ministry of Defence, the Commission studied the job profiles and educational qualifications required for Russian translators, vis-à-vis their Chinese, Sinhalese and Pushto counterparts. The Commission finds merit in their demand for upgrade and accordingly **recommends that Russian Translation Officers should be upgraded from the existing GP 4600 to GP 5400 (PB-3). Similarly, Russian Senior Translation officers should be upgraded from existing GP 5400 (PB-3) to GP 6600 and Russian Editors from existing GP 6600 to GP 7600.**

Workshop Staff

7.7.71 Workshop Staff comprise artisans and personnel working in Ordnance Factories, Naval Dockyards, Base Repair Depot, etc. in Ministry of Defence, Railway Workshops, Loco Running Shed and Carriage and Wagon Depots in Ministry of Railways, in Central Government workshops, production units and in departmentally run establishments. Most of the workshop staff is employed under the Ministry of Railways and Ministry of Defence. They have sought upgrades for various levels as brought out below:

Category	Existing Grade Pay	Proposed Grade Pay
Semi-Skilled	1800	1900
Skilled	1900	2800
Highly Skilled Gr-II	2400	4200
Highly Skilled Gr-I	2800	
Master Craftsman	4200	4600
Chargeman	4200	4800
Foreman	4600	5400

Analysis and Recommendations

7.7.72 The VI CPC had stated that the posts of skilled and highly skilled workers have an established relativity with the posts of LDCs and UDCs respectively and had recommended retention of this relativity. The next higher post of Master Craftsman was recommended to be placed in GP 2800. This corresponded with the V CPC pay scale of ₹4500-7000, which was the scale in which the post of Master Craftsman was in all workshops other than those in the Railways. The Railways had upgraded the post of Master Craftsman and placed it in the scale

of ₹5000-8000 even though its promotion post, that of Chargeman, was also in an identical scale.

7.7.73 Initially, recommendations of the VI CPC were implemented only in the Railways. However, subsequently the cadre structure prevailing in the Indian Railways was adopted in all workshops. As a result, now there is full parity among all workshop staff in the Central Government.

7.7.74 The Commission is of the view that this parity is in harmony with the required qualifications and job profiles. Hence, there does not appear to be any case for placing them at a higher scale.

Statistical Cadre

7.7.75 Several demands have been received with regard to posts in the Statistical Cadre from various departments and Union Territories. The demands have varied from merger of posts to redesignation of posts to bringing parity in pay structure. The Commission has noted that there is variance in the cadre structure as also the pay structure in the Statistical Cadre of various organizations. **In view of this, the Commission feels that there is a need to streamline the Statistical Cadres existing in various departments under the Central Government under unified Model Recruitment Rules laying down the educational qualifications, job responsibilities and pay structure of the Statistical Cadre posts. This will ensure uniformity and remove avoidable anomalies in pay structure amongst similar/identical Statistical Cadre posts in various departments. The Commission accordingly recommends that the government may look into this aspect in its entirety. The issue has also been discussed in Chapter 7.7.**