

***FOURTH
CENTRAL PAY COMMISSION***

REPORT

PART I

JUNE 1986

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VOLUME I

INTRODUCTION

The Government of India appointed the Fourth Central Pay Commission consisting of the following,—

- | | |
|----------------------------|-------------------------------------|
| 1. <i>Chairman</i> | – <i>Shri Justice P.N. Shinghal</i> |
| 2. <i>Member</i> | – <i>Prof. M.V. Mathur</i> |
| 3. <i>Member</i> | – <i>Shri J.P. Kacker</i> |
| 4. <i>Member</i> | – <i>Dr. Gopal Das Nag</i> |
| 5. <i>Member–Secretary</i> | – <i>Shri A.K. Majumdar</i> |

The terms of reference of the Commission are given in annexes 1.1 to 1.3. It was required to make its recommendations as soon as practicable.

The Commission's report is divided into two parts: the first part covers matters relating to structure of emoluments, allowances, conditions of service of central government employees including union territories, members of all-India services and personnel belonging to armed forces. The second part will deal with the pension structure for pensioners – both past and future, and the death-cum-retirement benefits for all categories of employees.

The first part of the report has 33 chapters and is divided into four volumes. Volume I covers chapters 1 to 7 where we have examined the scope and content of our report and basic issues relating to pay determination. Volume II covers chapters 8 to 12. In chapter 8 we have set out our recommendations regarding the proposed pay structure for civilian government employees. The pay scales of some specific posts under ministries and departments and the all-India services have been discussed in the remaining chapters of the volume. Volume III covering chapters 13 to 26 deals with allowances, benefits and facilities like compensation for price rise, housing and house rent allowance, special compensatory allowances, travelling allowance and matters relating to other conditions of service of government employees. Volume IV covering chapters 27 to 33 deals with employees of union territories and armed forces personnel. Matters relating to fixation of pay in the proposed scales, date of effect and estimated cost of our recommendations and our views on certain general matters relating to efficiency in public service, with a summary of the main recommendations and conclusions have also been dealt with in this volume.

It is a matter of great regret that at the concluding stage of our deliberations two distinguished members of the Commission are not with us. Dr. Gopal Das Nag and Shri J.P. Kacker passed away on April 25, and May 21, 1986. Dr. Nag was an eminent public worker and had vast experience in the field of public administration and labour relations. Shri Kacker who was a distinguished civil servant and long experience on the defence and the civil side of the administration. Both of them made valuable contribution in our deliberations and were associated with all our decisions, which were in fact unanimous. We had the guidance of the two members all through, while finalising the drafts of most of the chapters. It is a tragedy that they are not with us in signing the report and we are left with the poor consolation of paying our homage to them. We worked as a team, with mutual understanding and goodwill, and reached agreement on all the difficult and debatable points concerning our field of work.

CHAPTER 1

SCOPE OF THE REPORT

1.1 The Finance Minister made an announcement in his budget speech in the Lok Sabha on February 28, 1983, about the appointment of the Fourth Central Pay Commission. He stated that the government employees had suggested *"some time ago that the government may appoint a Pay Body for revising pay scales"*. He referred to the change in the conditions since the report of the Third Pay Commission in 1973, the steady growth of employment under the central government, the changes in the relativities in the emoluments of the employees of departments inter-se and *"also vis-a-vis other employees"*, the revision of pay scales and other benefits of State government employees, and expressed the feeling that it would be appropriate to appoint the Fourth Central Pay Commission. He wanted to consult representatives of the employees before settling the terms of reference of the Pay Commission and stated that the membership of the Commission and the terms of reference would be announced as soon as possible.

1.2. This was followed by a statement of the Finance Minister on July 26, 1983, in the Lok Sabha that, after consultation with the Staff Side of the Joint Consultative Machinery, the terms of reference of the Fourth Central Pay Commission were to be as follows,—

- "(1) To examine the present structure of emoluments and conditions of service, taking into account the total packet of benefits, including death-cum-retirement benefits, available to the following categories of Government employees and to suggest changes which may be desirable and feasible:—*
- (i) Central Government employees – industrial and non-industrial.*
 - (ii) Personnel belonging to the All India Services.*
 - (iii) Employees of the Union Territories.*
- (2) To examine the present structure of emoluments taking into account the total packet of benefits in cash and kind including death-cum-retirement benefits available to Armed Forces personnel and to suggest changes which may be desirable and feasible, having regard to their terms and conditions of service.*
- (3) To examine the variety of allowances and benefits in kind that are presently available to the employees in addition to pay and to suggest rationalisation and simplification thereof with a view to promoting efficiency in administration.*
- (4) To make recommendations on the above having regard, among other relevant factors, to the prevailing pay structure under the Public Sector Undertakings, State Governments, etc., economic conditions in the country, the resources of the Central Government and the demands thereon such as those on account of developmental planning, defence and national security."*

1.3. The Minister expressed the hope that the Commission would be able to complete its onerous task as early as possible. A Resolution to that effect (No.5(56)E.III/83 dated July 29, 1983)* was notified by the Ministry of Finance, Department of Expenditure. It was stated in it that the Commission will make its recommendations as soon as practicable and that *"it may consider, if necessary, sending reports on any of the matters as and when the recommendations are finalised."*

1.4. The Commission came into existence on September 1, 1983. Unlike the Third Pay Commission which had all whole-time members, our Commission had three part-time members. Unfortunately two of the distinguished members, Dr. Gopal Das Nag and Shri J.P. Kacker passed away on April 25 and May 21, 1986.

*Annexe 1.1.

1.5 Later, by Resolution No.5(56)-E.III/83 February 16, 1985**, sub-paragraph (5) was added under paragraph 2 of the earlier Resolution so as to amend the terms of reference as under,--

"(5) In case the need for consideration of relief of an interim character arises during the course of deliberations of the Commission, the Commission may consider the demand for relief of interim character and make its recommendations thereon taking into account the interim relief already sanctioned by the Government in the Ministry of Finance (Department Expenditure)'s O.M. No.7(39)/E.III/83 dated the 2nd August, 1983. In the event of the Commission recommending any interim relief, the date from which this relief should take effect may also be indicated by the Commission."

1.6. Subsequently, the terms of reference of the Commission were further amended to include past pensioners, within its scope of work under Resolution No.5(56)-E.III/83 dated November 8, 1985*, by adding a new paragraph 2(A) below paragraph 2(5) of the earlier Resolution, as follows,--

"2(A): To examine, with a view to having a proper pension structure for pensioners-- both past and future--the existing pension structure; including death-cum-retirement benefits, and make recommendations which may be desirable and feasible having regard, among other relevant factors, to the retirement benefits available to employees of the Public Sector Undertakings, State Governments, etc., economic conditions in the country, the resources of the Central Government and the demands thereon such as those on account of developmental planning, defence and national security."

1.7. There was some difference in the terms of reference of the third and the fourth Pay Commissions. One such difference was that while the Third Pay Commission was specifically required to examine the demand of the employees for a need based minimum wage based on recommendations of the 15th Indian Labour Conference, there was no such mention in the terms of the Fourth Pay Commission. The other difference in the terms of the two Commissions was that while the Third Pay Commission was required to enquire into and make recommendations on the principles which should govern the structure of emoluments and conditions of service of central government employees, there was no such provision in the terms of reference of the Fourth Pay Commission. The Commission took the view that the omission did not mean that it should proceed to examine the problem without determining or evolving such principles. We therefore enquired into and evolved the principles or what we have called the factors for pay determination for our guidance. Unlike the Third Pay Commission, the Fourth Pay Commission has specifically been asked to examine the variety of allowances and benefits in kind that are presently available to the employees in addition to pay and to suggest rationalisation and simplification thereof with a view to promoting efficiency in administration. The Third Pay Commission all the same examined this aspect of the matter, but the Fourth Pay Commission took specific note of the requirement and has made an effort to rationalise and simplify the allowances and other benefits of government employees. It may also be mentioned that while the Third Pay Commission was required to make its recommendations having regard, among other relevant factors, to the repercussions of its recommendations on the finances of the State governments, public sector undertakings, local bodies, etc., the fourth Pay Commission is required to make its recommendations having regard, among other relevant factors, to the prevailing pay structure under the public sector undertakings, state governments, etc. This variation was taken note of by the commission in its deliberations. Further, unlike the Third Pay Commission, we were specifically required under the terms of our reference to examine the pension structure for pensioners -- both past and future.

1.8. In terms of paragraph 3 of the Resolution appointing the Fourth Pay commission, the Commission was left to devise its own procedure and to appoint such advisers, institutional consultants and experts as it might consider necessary for any particular purpose. It was also enabled to call for such information and take such evidence as it might consider necessary.

*Annexe 1.3. **Annexe 1.2.

1.9. As has been stated in our terms of reference, we are required to examine the present structure of emoluments and conditions of service available to central government employees – industrial and non-industrial – and others. The point for consideration at the threshold is what exactly is meant by "Central government employees".

1.10. The expression "*Central government employees*" has not been defined in the Constitution or any other law. That may be so because it is a simple expression which does not seem to require a definition. Our purpose in considering the meaning of the expression at the very outset, is to say what posts it may be said to cover for purposes of our enquiry and report.

1.11. The matter engaged the attention of the Third Pay Commission also, and it considered "*all persons in the civil services of the Central government or holding civil posts under that government, and paid out of the Consolidated Fund of India, to be Central government employees*". It however excluded the seven categories of posts mentioned in paragraph 5 of chapter 1 of its report from its purview for reasons mentioned in paragraphs 6 to 8. The view taken by the Third Pay Commission appears to be correct and we are glad to follow it, except for a little modification.

1.12. It appears to us that the expression "*Central government employees*" covers all such employees, and not merely those in the "*civil*" services of the central government or holding "*civil*" posts under that government, for the simple reason that there is no such restrictive or exclusive qualification in the expression itself. A member of the defence service is therefore also a central government employee, although his case may fall under another category of employees for purposes of the terms of reference, and require a separate and different consideration. It may be that central government employees (industrial and non-industrial), and employees of Union Territories have been mentioned in separate categories in paragraph 2(1) of our terms of reference, but that appears to be a matter of convenience and not for distinguishing the later category from the category of central government employees. We have therefore taken the view that the expression '*Central government employees*' covers all employees of that government but we have, all the same, considered '*civil*' employees of the central government as a category apart from the defence services because of the difference in the terms of our reference in regard to the scope of our enquiry relating to the defence services, and also because of the difference in the nature of the terms and conditions of those services.

1.13. But all central government employees will not fall within the scope of our terms of reference if there is reason for their exclusion. Thus, the following categories of employees who are governed by specific provisions of the Constitution, are excluded from our purview,–

- (i) Employees of the Supreme Court and the Delhi High Court;
- (ii) Employees of the Secretariats of both Houses of Parliament.

1.14. Sometimes government enter into special contracts of service with individuals. In such cases, conditions of service, as given in the terms of agreement, provide for the pay, the tenure of employment, the right to terminal benefits, etc. Sometimes the terms also provide for the application of government rules in certain matters. Staff artistes of All India Radio and Doordarshan appointed on contract terms fall in this category. We have taken note of clause (2) of article 310 of the Constitution which makes it clear that contract employees may also be appointed to posts in civil services or against civil posts. The Supreme Court have ruled in *Roshanlal V/s Union of India** that although government service is in its origin contractual because there is an offer of appointment and acceptance thereof, once he is appointed to his post, the government employee acquires a status and his rights and obligations are no longer determined by consent of parties but by statute or statutory rules which can be framed or altered unilaterally by the government. On the other hand, where the conditions of service are embodied in a contract of service, unilateral decision affecting them may not be permissible. Government employees serving under a contract are therefore a class apart and we are not concerned with their conditions of service or structure of emoluments and have left them out of consideration.

*(1967) A.I.R.S.C. 1889

1.15. A large number of personnel termed "casual labour" are employed under various Ministries/Departments of government. Such persons are not treated as regular government employees and the conditions of service applicable to regular government employees do not apply to them. The Supreme Court in its judgement in State of Assam and others V/s Shri Kanak Chandra Dutta[¶] have ruled that a casual labourer is not the holder of a post under the government. He will not qualify as a government employee. There are also part-time employees who work for some hours every day and their remuneration is generally determined proportionately with reference to the wages of casual workers employed for a whole day. We have excluded casual and part-time employees also from our purview.

1.16. The Ministry of External Affairs recruit staff locally in various missions abroad to meet their requirement. The remuneration of the locally recruited staff is generally regulated with reference to the local conditions. Such employees are also therefore a class apart and we have decided to leave them out of consideration.

1.17. A letter was received from the Ministry of Communications (P&T Board)* for exclusion of the extra-departmental employees, numbering about 3 lakh, from the purview of our enquiry. It was stated that the system of extra-departmental agents was peculiar to the P&T organisation and was designed to extend postal facilities in rural and backward areas where opening of regular departmental post offices was not justified due to inadequate workload. The remuneration and the conditions of service of extra-departmental agents were also different from those of regular government employees. The third Pay Commission accepted the view that the extra-departmental agents were not holders of civil posts and decided to exclude them from its purview.

1.18. The matter is however beyond controversy after the decision of the Supreme Court in Gokulananda Das's case** where it has been declared that an extra-departmental agent is not a casual worker but "holds a post under the administrative control of the State" and that while such a post is outside the regular civil services, there is no doubt that it is a post under the "State". In view of this pronouncement, we were unable to accept the contention that extra-departmental employees were outside the purview of the terms of our Commission. They no doubt have their own peculiar conditions of service and, in that sense, their case is somewhat special. We therefore could not exclude them from our consideration, but we accepted the government's suggestion for the setting up of a One-man Committee to look into their conditions of service as was done by the Second and the Third Pay Commissions. Accordingly, a One-man Committee under Shri R.R. Savor was set up vide DGP&T's Resolution No.6-29/83.PE.II dated 5.11.1984. We were kept informed of the progress of its work.

1.19 There is no definition of "conditions of service" which we are required to examine under the terms of our reference. Such matters have been dealt with in service rules like Fundamental Rules, Supplementary Rules and Civil Services Regulations. While examining the conditions of service of government employees, the Second Central Pay Commission did not restrict itself to the provisions of the rules, but adopted a wider interpretation for the expression "conditions of service" to cover all matters which had a bearing on the contentment, morale and efficiency of the employees. The Third Central Pay Commission, however, adopted a limited interpretation of the term "*conditions of service*" and chose to exclude certain matters from its inquiry for reasons given in the report. In our view, the meaning and scope of the term "conditions of service" may be said to include not only the regulatory aspect of a service and its emoluments, but also all other matters bearing on the service of an employee including the terminal benefits. We have, therefore, examined the matters which arose for our consideration and made our recommendations accordingly.

[¶](1967) 1 S.C.R. 679

*Government of India, Ministry of Communication's letter No.6-29/83-PE.II dated 14.7.1983.

** (1977) A.I.R. Vol. 64 S.C. 1967.

1.20 Initially we received information about the matters within our purview from the concerned Ministries/Departments of the government. Subsequently, further information on these issues was obtained from other sources. Since some of these matters are being reviewed by government from time to time, it may be that latest information on them may not have been available to us at the time of our deliberations.

1.21 Matters relating to the all-India services, employees of the Union Territories and personnel belonging to Armed Forces have been dealt with in chapters 12, 27 and 28 respectively.

1.22 Representations made before us, in writing and during discussions, related to all aspects of employment in government including pay scales, allowances and benefits as also the various regulatory provisions. The existing provisions in respect of all these matters have evolved over a considerable period of time and these were subjected to scrutiny by the previous three Central Pay Commissions. We have recommended changes wherever necessary. Some of these require continuous monitoring and government have been constituting committees from time to time to look into them. Recently, a committee in the Department of Expenditure was constituted* to review the existing financial and treasury rules with a view, inter alia, to simplify and rationalise the rules. We have therefore confined ourselves mostly to the substantive issues which were raised for our consideration.

**Vide Government of India, Ministry of Finance O.M. No.F23(3)-E.II(A) dated the 12th July, 1985.*

(PUBLISHED IN THE GAZETTE OF INDIA EXTRAORDINARY

PART-I – SECTION 1)

MINISTRY OF FINANCE

DEPARTMENT OF EXPENDITURE

RESOLUTION

New Delhi, the 29th July 1983
Sravana 7, 1905 (SAKA)

No.5(56)E-III/83. The Government of India have been considering for some time past the changes that have taken place in the relativities of the structure of emoluments of Government employees over the years. Conditions have also changed in several respects since the last Pay Commission made its Report in 1973. Accordingly, it has been decided to appoint the Fourth Central Pay Commission consisting of the following:—

1. Chairman – Shri Justice P.N. Shinghal
2. Member – Prof. M.V. Mathur
3. Member – Shri J.P. Kacker
4. Member – Shri Gopal Das Nag
5. Member-Secretary – Shri A.K. Majumdar

2. The terms of reference of the Commission will be as follows:—

(1) To examine the present structure of emoluments and conditions of service, taking into account the total packet of benefits, including death-cum-retirement benefits, available to the following categories of Government employees and to suggest changes which may be desirable and feasible:—

- (i) Central Government employees - industrial and non-industrial
- (ii) Personnel belonging to the All India Services.
- (iii) Employees of the Union Territories.

(2) To examine the present structure of emoluments taking into account the total packet of benefits in cash and kind including death-cum-retirement benefits available to Armed Forces personnel and to suggest changes which may be desirable and feasible, having regard to their terms and conditions of services.

(3) To examine the variety of allowances and benefits in kind that are presently available to the employees in addition to pay and to suggest rationalisation and simplification thereof with a view to promoting efficiency in administration.

(4) To make recommendations on the above having regard, among other relevant factors, to the prevailing pay structure under the Public Sector Undertakings, State Governments, etc., economic conditions in the country, the resources of the Central Government and the demands thereon such as those on account of developmental planning, defence and national security.

3. The Commission will devise its own procedure and may appoint such Advisers, institutional consultants and experts as it may consider necessary for any particular purpose. It may call for such information and take such evidence as it may consider necessary. Ministries and Departments of the Government of India will furnish such information and documents and other assistance as may be required by the Commission. The Government of India trust that State Governments, Service

Associations and others concerned will extend to the Commission their fullest co-operation and assistance.

4. The Commission will make its recommendations as soon as practicable. It may consider, if necessary, sending reports on any of the matters as and when the recommendations are finalised.

.....

Ordered that the Resolution be published in the Gazette of India.

Ordered also that a copy of the Resolution be communicated to the Ministries/Departments of the Government of India, State Governments/Administrations of Union Territories and all others concerned.

Sd/-

(P.K. Kaul)

Secretary to the Government of India

ANNEXE - 1.2.

(See paragraph 1.5)

(TO BE PUBLISHED IN THE GAZETTE OF INDIA EXTRAORDINARY)

PART I- SECTION 1

MINISTRY OF FINANCE

DEPARTMENT OF EXPENDITURE

RESOLUTION

New Delhi, the 16th Feb., 1985

MAGHA 27, 1906

No.5(56)-E.III/83. The Government of India have decided that the Terms of Reference of the Fourth Central Pay Commission as contained in this Ministry's Resolution of even number dated the 29th July, 1983 shall be amended by addition of a new sub-para (5) under para 2 of the Resolution as under:-

"(5) *In case the need for consideration of relief of an interim character arises during the course of deliberations of the Commission, the Commission may consider the demand for relief of interim character and make its recommendations thereon taking into account the interim relief already sanctioned by the Government in the Ministry of Finance (Department of Expenditure)'s O.M. No.7(39)/E.III/83 dated the 2nd August, 1983. In the event of the Commission recommending any interim relief, the date from which this relief should take effect may also be indicated by the Commission.*"

Ordered that the Resolution be published in the Gazette of India.

Ordered also that a copy of the Resolution be communicated to the Fourth Central Pay Commission, Ministries/Departments of the Government of India, State Governments/Administrations of Union Territories and all others concerned.

Sd/-

(S. Venkitaramanan)

Secretary to the Government of India

ANNEXE - 1.3
(See paragraph 1.6)

(TO BE PUBLISHED IN THE GAZETTE OF INDIA EXTRAORDINARY

PART I - SECTION 1)

MINISTRY OF FINANCE

DEPARTMENT OF EXPENDITURE

RESOLUTION

New Delhi, the 8th November, 1985

17th Kartika, 1907

No.5(56)-E.III/83. The Government of India have decided that the Terms of Reference of the Fourth Central Pay Commission as contained in this Ministry's Resolution of even number dated 29th July, 1983 as amended vide this Ministry's Resolution of even number dated 16th February, 1985 shall be further amended by addition of a new para 2(A) below para 2(5) of the Resolution as under:-

"2(A): To examine, with a view to having a proper pension structure for pensioners - both past and future - the existing pension structure; including death-cum- retirement benefits, and make recommendations which may be desirable and feasible having regard, among other relevant factors, to the retirement benefits available to employees of the Public Sector Undertakings, State Governments etc., economic conditions in the country, the resources of the Central Government and the demands thereon such as those on account of developmental planning, defence and national security."

Ordered that the Resolution be published in the Gazette of India.

Ordered also that a copy of the Resolution be communicated to the Fourth Central Pay Commission, Ministries/Departments of the Government of India, State Governments/Administrations of Union Territories and all others concerned.

Sd/-

(S.Venkitaramanan)
Secretary to the Government of India

CHAPTER 2

PROCEDURE OF WORK

2.1 although the constitution of the Commission was announced in Parliament on July 29, 1983, it came into existence on September 1, 1983. The first meeting of the Commission was held on September 6, 1983, when a decision was taken to issue a public notice* inviting all associations, unions, institutions, other organisations and interested persons to send memoranda containing their views on matters covered by the terms of its reference by November 15, 1983. The memoranda were to be sent to the prescribed post box number as the office of the Commission was located temporarily in a small portion of Lok Nayak Bhawan, and was to move to Vigyan Bhawan Annexe but could not do so until February, 1984. The public notice was published in leading newspapers between September 20, and October 1. In view of several requests from unions and associations of central government employees, the last date for receipt of memoranda was extended to december 31, 1983, after due publicity. In all, 8500 memoranda were received in response to the public notice. Of these, 2175 memoranda were from unions and associations of government employees.

2.2. A preliminary study of the memoranda was made to identify the issues covered by our terms of reference. We accordingly drew up a questionnaire** which was circulated in the month of April, 1984, requesting for replies by June 15, 1984. Copies of the questionnaire were sent to more than 2400 parties including unions and associations of central government employees, Chief Secretaries to state governments and Union Territory administrations, labour leaders, eminent economists, scientists, lawyers, industrialists, public men, vice-chancellors of Universities and managements of some public sector undertakings. Copies of the questionnaire were also sent to Secretaries of the ministries/departments of the Government of India and other heads of departments requesting them for personal views on questions of interest to them. We received replies from 701 service associations, 8 state governments and administrations of 8 Union Territories. Views of 112 Secretaries and other important persons including heads of departments, and some retired civil and defence service officers, were also received by us.

2.3 To expedite the supply of information required by us and for tendering oral evidence by official witnesses, government issued the following instructions,–

- (i) While the final views of government could not be given, Secretaries may, if they so desire, give their personal views in the light of their own knowledge and experience.
- (ii) Other secretariat officers e.g. Additional Secretaries, Joint Secretaries, Deputy Secretaries or Under Secretaries as well as Heads of Departments may submit their views on matters falling within their sphere of work. They may also give evidence orally after obtaining prior approval.
- (iii) Government employees may appear before the Commission on behalf of service associations without prior permission of the government and submit memoranda individually to the Commission on matters other than individual grievances.
- (iv) Ministries/departments of Government of India should furnish all necessary factual information asked for by the Commission. They should indicate the reasons for decisions taken by the government in the past, or the circumstances in which certain actions were taken, so as to help the Commission in understanding the policy of the government.

2.4 In September, 1983, we had requested the ministries/departments to nominate a liaison officer for each department for effective liaison with the Commission, particularly for compilation of basic statistical data. Periodical meetings were held with the liaison officers of various departments of the government to ensure correct and complete supply of basic staff statistics and other information.

*Annexe 2.1.

**Annexe 2.2

2.5 We found that information was not available about the number of pay scales and posts, etc., with the Department of Expenditure or other offices. We therefore requested all ministries/departments of the government, as also the Union Territory administrations, in March, 1984, to furnish information by May 31, 1984, in a printed proforma* devised for the purpose. To ensure speedy and accurate processing of that voluminous data, we decided to computerize it and took technical assistance from the National Informatics Centre (NIC) of the Department of Electronics.

2.6 The necessary information was received by November, 1984, and it was processed by the NIC. Major computerised tables regarding number of employees, posts, pay scales, etc., were generated by April, 1985.

2.7 In the meantime, we wrote to the ministries/departments of the central government in December, 1983, to apprise the Commission of any difficulty that might have been experienced during the past few years in making recruitment to vacant posts, problem of stagnation due to lack of promotional prospects in any cadre or post, and categories of posts where retention of personnel posed any problem, etc. Ministries were also requested in June, 1984, to send information regarding non-regular establishments like work-charged employees, persons employed by government on contract, part-time employees, casual labour and other staff paid from contingency.

2.8 We also made a request to some public sector undertakings, banks and insurance corporations in October, 1983, for information on pay scales, allowances, retirement and other benefits admissible to their employees. Some information was received by July, 1985.

2.9. The state governments were requested in June, 1984, to supply detailed information regarding pay and allowances admissible to their employees in the prescribed proforma. Some information was received by July, 1985.

2.10. We wrote to Federation of Indian Chambers of Commerce and Industry, and some research organisations, asking for information regarding structure of emoluments, benefits, etc., enjoyed by the employees in the private sector organisations. The response was, however, very poor as we could not obtain anything beyond basic information about pay and dearness allowance in respect of a handful of industrial organisations.

2.11. In view of the amendment to the terms of our reference requiring us to examine the pension structure for all pensioners, we issued a public notice inviting all associations, unions, institutions, other organisations and interested individuals to send memoranda containing their views on matters regarding pension structure, as indicated in the newly added paragraph 2(A) to our terms of reference vide Government of India Resolution No.5(56)/E.III/83 dated November 8, 1985.

2.12 We thought of having advice of some of the professional institutions on wage and salary matters. We wanted to know if any study had been undertaken on salaries and wages of employees in general, and on problems of pay of central government employees in particular. But no such studies were available.

2.13. We visited some central government organisations and industrial establishments under the Railways, Posts and Telegraphs, Defence, Meteorology, Space and other departments. We visited the Union Territories of Andamans & Nicobar Islands, Pondicherry, Goa, Mizoram and Delhi, and at each place a large number of representatives of employees, individually, and on behalf of their unions/associations, apprised us of their problems. As our terms specifically made a reference to the prevailing pay structure under the public sector undertakings and state governments as one of the factors to be taken into consideration by us, we visited some public sector undertakings to inform ourselves of the conditions of service of the employees of those organisations. We also held discussions with state governments during our visit to some of the state capitals where associations of the all-India services were also heard. Annexe 2.4 is the list of establishments visited by us.

*Annexe 2.3.

2.14 We started recording oral evidence of representatives of unions and associations from March, 1985, which continued upto August, 1985. During that period, representatives of Staff Side in the National Council (JCM), the Federations for the Railways, Posts and Telegraphs, and defence civilian employees, as also 304 other unions and associations gave evidence before the Commission. The discussions with the Staff Side in the National Council (JCM) were on issues contained in their joint memoranda and replies to our questionnaire. The discussions related to matters like parity of pay scales between employees of the central government and public sector undertakings, hours of work, dearness allowance, house rent allowance, city compensatory allowance, rationalisation of pay scales, pay fixation in the revised scales and retirement benefits, etc. The Federations for Posts and Telegraphs, Railways, civilian employees in defence and the other unions and associations representing different categories of employees discussed matters relating to pay scales, prospects of promotion and other conditions of service of employees in the respective organisations. Annexe 2.5 is the list of unions and associations which gave oral evidence before the Commission.

2.15. We also had discussions with some persons eminent in the field of industry, economics, science, medicine, administration, law, etc. The substantive issues mentioned in our questionnaire provided the basis for the discussions. The list of prominent persons with whom we had discussions is at Annexe 2.6.

2.16. We held discussions with Secretaries to the Government of India, including the Cabinet Secretary, some heads of departments, and the Chiefs of the three wings of the defence forces, i.e. Army, Navy and Air Force. A list of those who participated in these discussions is at Annexe 2.7. The discussions which began in September, 1985 went upto February, 1986.

2.17. We were required by the terms of our reference to make recommendations having regard, among other relevant factors, to the prevailing pay structure under the state governments. We therefore held discussions with officers of some of the state governments at their respective capitals in the course of our visits to central government organisations. We invited the Chief Ministers of all the States for discussions at Delhi on some of the important issues. The Chief Ministers of Himachal Pradesh, Orissa, Manipur, Assam, Tripura, Gujarat and Nagaland and the Finance Ministers of Haryana, Tamil Nadu and Sikkim made it convenient to come for discussions, and the Chief Secretaries of the remaining States attended the discussions with the Commission. A list of the state governments with whom discussions were held at Delhi is at Annexe 2.8.

2.18. We took the help of consultants, for short periods, for in-depth examination of some of the matters in our terms of reference. Professor B.B. Bhattacharya of the Institute of Economic Growth, Delhi, was appointed part-time consultant for examination of certain economic and financial matters. Shri S.P. Gujnani, a retired officer of Indian Audit and Accounts Service, was appointed part-time consultant to study the evolution of the total remuneration packet of employees in some public sector undertakings including banks, and to compare it with posts in central government service. We also availed of the services of advisers who assisted us with their technical knowledge and experience in formulating our views on matters relating to Railways and Post and Telegraph employees. Shri C.M. Malik, a retired General Manager, was appointed adviser for matters relating to Railways and Shri Shiva Nath, a retired Member of P&T Board, for matters relating to Post and Telegraph employees. Lt. Genl. S.P. Malhotra (retd.) was approved for appointment as adviser for matters relating to armed forces personnel. However, he did not find it possible to take up the assignment. Lt. Genl. M.L. Chibber (retd.) was appointed part-time consultant on matters relating to armed forces personnel.

2.19. After the setting up of the Commission, the government specifically referred* the following issues for our special consideration,—

"(1) Wage Parity.

* *Vide Ministry of Home Affairs, Department of Personnel & Administrative Reforms letter No.3/10/83-JCA dated 26.9.1983.*

- (2) *Payment of Gratuity.*
- (3) *Revision of rates of HRA and CCA.*
- (4) *Pension and conditions of service before retirement.*
- (5) *Pay scales of Class IV employees.*
- (6) *Conveyance Allowance.*
- (7) *Enhancement of HRA admissible at Hill Stations.*
- (8) *Increase in the Family Pension Scheme, 1964."*

We were told that the demands of the Staff Side in the National Council (JCM) on those items had been pending in the National Council and that they were taken out of the forum of the National Council of JCM on reference to us. Government also indicated that while deciding to refer those items for our consideration, the Staff Side had urged that as they had been pending in the National Council for long, they might be given some special treatment. It was also stated that two items, viz. HRA/CCA and Wage Parity, had been sent to us for specific consideration and action. We received references from different ministries/departments of the Government of India regarding issues covered by our terms of reference which were pending in the respective departmental councils. We have examined the references received from ministries/departments while stating our views, in the concerned chapters of our report. We have also considered some of the awards of the Board of Arbitrations which were brought to our notice.

2.20. We requested the Ministry of External Affairs to obtain information from governments abroad, regarding pay structure, allowance, other benefits including pension, etc., of those countries. Factual information on some matters was received from Japan, Thailand, Pakistan, U.K., U.S.A., Sri Lanka, Bangladesh, U.S.S.R., Kenya and Nigeria.

2.21. The terms of reference of the Commission were amended by Ministry of Finance Resolution of February 16, 1985. The purpose of amendment was to enable the Commission to consider the demand for relief of an interim character. After consideration of the matter we sent a report* on interim relief on March 29, 1985. Government accepted and implemented the recommendations in our report on interim relief.

2.22. We spent 70 days on oral evidence of the representatives of various unions and associations of government employees, 56 days in discussions with secretaries and other officers of central government and with state governments. Our discussions with other persons took 10 days. Our meetings for deliberations on various issues were spread over 206 days.

** *Annexe 2.9.*

ANNEXE 2.1
(See paragraph 2.1)

FOURTH CENTRAL PAY COMMISSION
PUBLIC NOTICE

The Government of India have appointed the Fourth Central Pay Commission with the following terms of reference as notified in the Gazette of India Extraordinary No.125 dated 29.7.1983:-

- (1) To examine the present structure of emoluments and conditions of service, taking into account the total packet of benefits, including death-cum-retirement benefits, available to the following categories of Government employees and to suggest changes which may be desirable and feasible:-
 - (i) Central Government employees - industrial and non-industrial
 - (ii) Personnel belonging to the All India Services
 - (iii) Employees of the Union Territories
- (2) To examine the present structure of emoluments taking into account the total packet of benefits in cash and kind including death-cum-retirement benefits available to Armed Forces Personnel and to suggest changes which may be desirable and feasible, having regard to their terms and conditions of service.
- (3) To examine the variety of allowances and benefits in kind that are presently available to the employees in addition to pay and to suggest rationalisation and simplification thereof with a view to promoting efficiency in administration.
- (4) To make recommendations on the above having regard, among other relevant factors, to the prevailing pay structure under the Public Sector Undertakings, State Governments, etc., economic conditions in the country, the resources of the Central Government and the demands thereon, such as those on account of developmental planning, defence and national security.

The Commission invites all associations, unions, institutions, other organisations and interested individuals to send memoranda containing their views on the aforesaid matters, dealing with each subject separately, numbering the paragraphs. Ten copies of such memoranda may be sent to the Member-Secretary, Fourth Central Pay Commission, Post Box No.28, New Delhi-110001, so as to reach him on or before November 15, 1983.

davp 83/263

Sd/-
(A.K. Majumdar)
Member-Secretary
Fourth Central Pay Commission

ANNEXE 2.2
(See paragraph 2.2)

GOVERNMENT OF INDIA
FOURTH CENTRAL PAY COMMISSION
VIGYAN BHAVAN ANNEXE
NEW DELHI
INTRODUCTION

This Questionnaire is intended to elicit views on matters before the Commission and has five sections comprising 124 questions. To facilitate reply, the terms of reference of the Commission are given below:

- (1) To examine the present structure of emoluments and conditions of service, taking into account the total packet of benefits, including death-cum-retirement benefits, available to the following categories of Government employees and to suggest changes which may be desirable and feasible:—
 - (i) Central Government employees - industrial and non-industrial
 - (ii) Personnel belonging to the All India Services
 - (iii) Employees of the Union Territories
- (2) To examine the present structure of emoluments taking into account the total packet of benefits in cash and kind including death-cum-retirement benefits available to Armed Forces Personnel and to suggest changes which may be desirable and feasible, having regard to their terms and conditions of service.
- (3) To examine the variety of allowances and benefits in kind that are presently available to the employees in addition to pay and to suggest rationalisation and simplification thereof with a view to promoting efficiency in administration.
- (4) To make recommendations on the above having regard, among other relevant factors, to the prevailing pay structure under the Public Sector Undertakings, State Governments, etc., economic conditions in the country, the resources of the Central Government and the demands thereon, such as those on account of developmental planning, defence and national security.

Reply (in duplicate) to each question may be sent on a separate sheet of paper.

While sending reply, information on the following points may also be furnished along with both copies of the reply:

- * Name and address, clearly indicating if individual, service association/organisation.
- * Service associations should also indicate the strength of their membership.
- * Name of the central organisation/federation to which service associations are affiliated should also be indicated.
- * Individual may please indicate occupation or profession.

QUESTIONNAIRE

GENERAL

1. (a) What is your assessment of the state of the national economy?
 - (b) Can it bear additional financial burden by way of revision of the structure of emoluments of the Central government employees at the existing level of prices? If so, to what extent?
 - (c) Do you think that the economy can bear the burden of higher remuneration to Government employees having regard to the demands for developmental planning, defence and national security?
2. (a) What is your assessment of the resources of the Central government? Is it possible to augment them to any appreciable extent without much disturbance to the economy and causing undue hardship to the public?
 - (b) If so, how much additional funds could be made available and how?
3. (a) Is it fair or reasonable to say that the concept of capacity to pay should not apply to government as it can always raise revenue by taxation?
 - (b) Can you suggest a practical and reliable method for assessing the government's capacity to pay its employees, on the basis of the existing tax structure?

4. Would you suggest investment of any increase that may be made in emoluments, in funds yielding interest at a satisfactory rate?
5. (a) Do you agree with the view that while government employees have their claims and aspirations, the public have the right to feel satisfied that they are getting their money's worth from their service?
(b) Do you agree that the pay system should ensure reconciliation of national, economic and financial considerations with the cost of pay settlement?
6. Is it not true that there is full and equal opportunity and treatment in public services of the Central government irrespective of sex in recruitment, promotion, career development, working conditions, remuneration and social security?
7. Are you in favour of the system of adjustable work schedules, mainly for the benefit of women employees?
8. (a) Is it possible to evolve a suitable methodology for determining equivalence of posts in government service and elsewhere?
(b) A government employee has the advantage of several direct and indirect benefits on account of his service (besides pay and allowances) e.g. security of tenure, respectable livelihood, retirement benefits, opportunity for adjustment or transfer in a difficult situation, etc. which are not available elsewhere. Does it tilt the scale in favour of government employment?
(c) Is it true that employment in government is welcomed as it provides a greater sense of social fulfilment and that to overcome this and other favourable factors, business organisations deliberately design their salary structure attractively without much regard to the basic requirements of the work?
(d) Do you agree that government service has certain specific tasks of its own for which no comparable activities can really be found in the public and private sector undertakings?
9. (a) While the Third Pay Commission was required to make its recommendations having regard, among other relevant factors, to the repercussions on the finances of the State governments, public sector undertakings, local bodies, etc., the present Commission is required to make its recommendations having regard, among other relevant factors, to the prevailing pay structure under the public sector undertakings and the State governments, etc. Do you think the difference is significant?
(b) Can it really be said to raise the question of '*parity*' in the pay scales?
(c) If so -
(i) how should such parity be worked out?
(ii) what "levels" would you suggest for establishing equivalence?
10. (a) Would you suggest that there should be a broad parity in the salaries at comparable levels for employees in Central government, State governments and public sector undertakings? Or do you think that there is justification for the disparity in the pay scales? If not, what is your suggestion for removing it?
(b) Will "*internal relativities*" (between those responsible for administering the Service and the individual Civil Servant) be a satisfactory criterion for salary fixation besides "*fair comparison*"?
11. (a) The terms of reference of the present Pay Commission do not specifically require it to enquire into and make recommendations on the principles which should govern the structure of emoluments and conditions of service of Central government employees. That

does not, however, mean that the Commission should proceed to examine the problem without determining such principles. What principles would you suggest for the Commission to follow?

- (b) Do you agree that the governing principle for any pay system should be to ensure that the government pays its employees enough to recruit, retain and motivate them to perform their duties efficiently and honestly?
 - (c) Do you also agree that the pay system should encourage better management in civil service while meeting the reasonable aspiration of employees for fair treatment?
 - (d) Will it not be a workable principle to follow that the pay settlements should be such as to reduce as far as possible the risk of conflict between the employer and the employee?
 - (e) Should differences in '*non-salary*' advantages or the '*non-pay*' benefits in government service and other services not continue to be taken into account in settling the emoluments of government employees?
12. How do you reconcile the need to increase the remuneration of government employees with the requirement to augment employment opportunities in the country?
13. (a) Do you have any specific suggestion for effecting economy in Government expenditure so that the net effect of increased emoluments for government employees may be kept within reasonable limits?
- (b) Should the system of part-time work be introduced where necessary or economical?
- (c) Do you have any objection if modern technological progress is availed of, where advantageous, to reduce the cost of a service?
14. A view has been expressed that instead of undertaking a periodic revision of pay and allowances of Government employees after long intervals, there should be a permanent body entrusted with the responsibility of reviewing the pay and allowances and other conditions of service of government employees on a continuing basis. Do you agree? If so, what matters could be entrusted to such a permanent body?
15. It has been urged that over the years the expenditure on pay and allowances of Central government employees has been going down as a percentage of the total revenue and revenue expenditure of the Central government and there is scope for improving the structure of emoluments of government employees. Do you agree? If so, give the necessary details. What percentage would you consider appropriate in this regard?
16. To which price index level the pay structure to be recommended by the Commission should be related? The twelve monthly average of all India Consumer Price Index Number for Industrial Workers (General) (1960=100) reached the level of 528 for the period ended December 1983.
17. (a) It has been suggested that since most of the allowances paid to Central government employees are compensatory in nature, these should be exempted from the purview of income tax. What are your views in this regard? Would this be permissible as against a challenge of discrimination?
- (b) Do you think there is justification for the suggestion that all government employees, or any section of employees, may be exempted altogether from the purview of income tax, or that a simplified index-linked income tax scheme may be devised for the salaried class as a whole?
18. (a) A view has been expressed that in the scheme of social values, workshop and technical staff should rank higher than corresponding clerical staff if adequate supply of skill has to be ensured for the future growing needs of the economy. Do you agree?

- (b) Do you agree that at the upper end, the relative position of scientists and technocrats vis-a-vis the administrators should be readjusted?
19. (a) Is there a subsisting sharp difference in the pay scales of the I.A.S. and other All India and Group 'A' Services?
- (b) If so, what modifications would be desirable?
20. (a) Is it correct to say that Indian Police Service is not able to attract or retain the most eligible young men, and is given low preference?
- (b) If so, what are your suggestions for making the service more attractive?
21. It has been urged that promotion prospects in different all India Services and Group 'A' Central Services, both technical and non-technical, should broadly be the same. If so, what specific measures would you suggest for achieving similarity?
22. (a) Government have encouraged creation of more avenues of promotion where necessary. Could it be said to be proper to go to the extent of proliferating the authority at the head of the service, by creating several posts of equal rank?
- (b) Has such a tendency weakened the head of the department or of the force, and has it lessened the importance of his office?
- (c) Has it not deprived government of the benefit of effective control by one apex authority?
23. (a) Do you think the present arrangements for cadre management of services are satisfactory?
- (b) Are the present arrangements for cadre review of services satisfactory?
24. (a) Do you think it is necessary to make the post of messenger more useful by entrusting to him not only the duty of running errands, opening mail, distributing mail, etc., but also operating minor office-machines and other minor clerical work?
- (b) Do you not agree that doing so will equip the messenger better and enable him to improve his prospects for promotion?
25. A view has been expressed that it is not feasible to compare posts at various levels in Government with those in public sector undertakings as the duties and responsibilities, structure, promotion prospects, etc. differ and as such a comparison should be valid only at the point of entry for some selected posts such as messengers, clerks/typists, stenographers, staff car drivers and telephone operators. What are your views?
26. A view has been expressed that at the start of a career, the emoluments and other advantages under the Government should approximate fairly closely to what a person with similar qualifications, aptitude and training can obtain from a good employer in the private sector. Do you subscribe to this view?
- If not, would you favour such a comparison with the public sector?
27. (a) What should be the normal promotional prospects for a government employee?
- (b) It has been urged that atleast two promotions in a service career should be assured to a government employee. At the same time, it has been urged that long time-scales of pay should be prescribed embracing different levels of responsibility. Is it possible to reconcile these views?
- (c) After how many years of service should an employee have his first promotion?
28. The minimum salary (inclusive of basic pay, dearness allowance, additional dearness allowance, and interim relief) of a messenger/unskilled worker in Central government is Rs.532/- p.m. It has been urged that this is lower than the minimum salary available in

some of the public sector undertakings where it is Rs.800/- or more per month. What minimum salary would you consider reasonable for a Central government employee?

29. The starting salary (inclusive of basic pay, dearness allowance, additional dearness allowance and interim relief) of a Group 'A' officer in the service of the Central government is Rs.1530/- p.m. A view has been expressed that the service has lost attractiveness and better candidates are seeking employment in non-governmental sector. If you agree, what starting salary would be reasonable to make the service more attractive?
30. The present maximum salary (inclusive of basic pay, ad hoc dearness allowance and interim relief) in Central government service is Rs.5400/- p.m. Do you think it should be increased appreciably? If so, to what extent?
31. The present disparity ratio between the lowest and the highest salaries in government service is about 1 : 10 (pre-tax) and 1 : 7.4 (post-tax). What should be the reasonable disparity ratio?
32. It is said that employment under the Central government has lost much of its attractiveness and that the quality of the candidates taking the U.P.S.C. competitive examinations has deteriorated. Do you agree?
If so, what are your suggestions for improving the attractiveness of the Services ?
33. In certain departments, the same level of posts are filled by members of both Group 'A' and Group 'B' Services. Do you consider this to be a satisfactory arrangement?
If not, what would be the best solution ?
34. (a) Would you recommend direct recruitment at intermediate levels of service in order to infuse fresh talent?
(b) Do you think such a course would affect the promotion prospects of existing employees and reduce the attractiveness of the service?
35. What steps do you recommend for enabling the employees in lower pay scales to improve their qualifications in order to secure entry in higher posts/services as and when possible?
36. Do you agree with the view that the pay and allowances of employees in all Union Territories should be uniform, at equivalent levels of posts?
37. What are your views in regard to the special pattern of compensation for local conditions in Andaman and Nicobar and Lakshadweep islands and in Arunachal Pradesh and Mizoram?
38. Do you have any comments on any other matter falling within the terms of reference of the Commission but not covered by this questionnaire?

PAY STRUCTURE

39. Are you aware of any anomalies in the existing pay scales in any department or office vis-a-vis pay scales for similar categories in other departments or offices? If so, please specify the same and give your views for removing them.
40. It has been urged that the existing rules of pay fixation do not provide any substantial benefit on promotion. What are your suggestions in this regard?
41. It has been argued that the liability of some Central government employees to serve anywhere in India causes considerable difficulties. Do you think this factor should be reflected in the pay scale? Or, should a separate allowance be granted for it? If as an allowance, would you prefer it to be at a monthly rate or as a lump sum payment at the time of transfer?

42. (a) What are your views on the existing system of increment in a long scale of pay, its rate and periodicity?
- (b) Should increment be granted at a fixed rate or as a percentage of pay?
- (c) It has been suggested that the existing system of granting increment from the first of the month creates avoidable work. Would you favour adopting first of January and first of July as the only dates for granting increment in a year?
43. (a) It has been urged that efficiency bars in pay scales do not serve any useful purpose and are sometimes used for victimising an employee. Do you agree?
- (b) How else can an employee be made to discharge his duties satisfactorily and maintain discipline, in cases where he is not so delinquent as to justify disciplinary action?
44. (a) Stagnation has been highlighted as a problem. What is your concept of stagnation? Does it mean lack of avenue for promotion or non-availability of increment? What solution do you suggest for the problem?
- (b) Do you consider grant of "*stagnation increment*" as an effective means of providing relief to an employee? What criterion would you suggest for allowing such increment? Should the criterion be uniformly applicable at all levels of pay?
45. Are the existing differentials in pay scales of employees working in the Secretariat and attached offices on the one hand, and their counterparts in the subordinate offices on the other, justified? If not, what is the remedy?
46. What avenue of promotion would you suggest for isolated posts which do not have any regular promotion channel?
47. It has been suggested that the scales of pay of the all India Services and Group 'A' Central Services should be uniform. Do you agree with this view having regard to the role and the duties and responsibilities of the officers of the different Services?
48. It has been urged that technocrats and scientists should receive higher recognition for their qualifications and somewhat higher scales of pay should be allowed to them than for the All India and other Group 'A' Services. Do you agree?
49. (a) Do you think government services should be so organised and managed as to cultivate and develop a high degree of professionalism e.g. administrative skill in special field of action and knowledge of the subject matter?
- (b) Will it be useful if posts at the top levels are filled by persons found to be most suitable according to the exigencies of work, regardless of whether they are generalists or specialists?
50. At present the Heads of Departments like Chief Engineers, Commissioners of Income Tax, Chief Operating Superintendents (Railways), Post Masters General, Accountants General, etc. are in two scales – Rs.2250–2500 and Rs.2500–2750. Do you think that having regard to the duties and responsibilities of the officers at that level, there is a case for equating all the posts to Commissioner in States and Joint Secretary at the Centre?
51. Would you recommend fixed pays for posts at senior levels i.e. Joint Secretaries and above? Or should appropriate time-scales be prescribed even at those levels?
52. (a) Do you think there is a case for the highest posts in various scientific, engineering and other technical services being given the highest pay i.e. pay of a Secretary to the Central government?
- (b) Should this not depend on the nature of work and the responsibilities of the post?

- (c) Would it not be more appropriate if provision is made for grant of personal pay for exceptional performance or exceptional qualifications?
53. (a) Posts under the Central government are at present distributed in about 120 pay scales. Is there scope for rationalising the pay scales and reducing their number? Please give specific suggestions.
- (b) If the pay scale of a post is reduced because of the effort to reduce the total number of pay scales, would it not be enough if individual cases of any hardship that may thereby be caused are suitably readjusted to the extent necessary?
54. The present pay structure for Central government employees has evolved over the years based on the recommendations of three Pay Commissions. Would you agree that the pay structure broadly reflects the duties and responsibilities of posts at various levels in different government departments? If there are any posts where the existing relativities need review, please specify the same with reasons thereof.
55. Are you in favour of continuing the existing system of special pay? What other arrangement would be suitable?
56. (a) Do you consider it necessary to continue the system of non-practising allowance to medical officers?
- (b) Some other technical and professional employees have represented that similar allowance should be made available to them. What are your views in the matter?
- (c) Should government encourage medical and other technical personnel to improve their qualifications and devise a system for the grant of adequate personal pay where the additional qualification so acquired is substantial or particularly useful?
57. Do you have any suggestions in regard to the existing scheme of deputation allowance?
58. There is at present no uniform creation for creation of selection grades for different services/posts. It has been urged that the principles for grant of selection grade should be uniformly applicable for all services/posts. If you agree, what criteria would you suggest for grant of selection grades?

ALLOWANCES, BENEFITS, FACILITIES & AMENITIES

59. (a) The Commission is required to examine the variety of allowances and benefits in kind that are presently available to an employee in addition to pay and to suggest rationalisation and simplification thereof with a view to promoting efficiency in administration. Following are some of the allowances and benefits available to a large number of Government employee:—
- (i) House Rent Allowance, Compensatory (City) Allowance;
- (ii) Facility for medical treatment, Leave Travel Concession, and Children's education benefits.
- Will it be advisable if all or some of the allowances and benefits are merged with pay or converted into cash equivalent?
- (b) If so, what method would you suggest for such conversion?
60. Civilian posts under the Central government are now classified into Group 'A', Group 'B', Group 'C' and Group 'D'. Would you suggest a revision of this classification?
61. (a) Do you have any comments on any of the provisions of Central Civil Services (Conduct) Rules and Central Civil Services (Classification, Control and Appeal) Rules?

- (b) Some countries have drawn up a list of the most serious breaches of discipline without making it comprehensive. Are you in favour of any such action?
- (c) Are you in favour of the view that a public employee's conduct following disciplinary action should also be taken into consideration where required, to ameliorate the earlier action?
62. What are your views in regard to the functioning of the existing scheme for Joint Consultative Machinery and Compulsory Arbitration for Government Employees, and the Permanent Negotiating Machinery?
63. Does the grant of quasi-permanent status serve any useful purpose? What are your views about its continuance?
64. Dearness allowance is at present payable to Central government employees on every 8 point increase in the 12 monthly average of the all India Consumer Price Index Number for Industrial Workers (General) (1960=100). If you are in favour of continuance of dearness allowance, what modification, if any, would you suggest in the 'time' and 'point' factors?
65. It has been suggested that grant of dearness allowance should be automatic on the average consumer price index number reaching the prescribed level. Do you agree?
66. It has been urged that since dearness allowance is intended to protect the real income of salaried employees, neutralisation should be hundred per cent for all categories of employees. Do you think this would be possible within the resources of the Central government and the demands thereon for developmental planning, defence and national security?
67. A suggestion has been made that in order to reduce office work and to ensure proper budgetary allocation, dearness allowance should be granted only once a year to neutralise the effect of price increase during the previous year. What are your views in this regard?
68. Population is the basis for classification of places for grant of House Rent Allowance and Compensatory (City) Allowance. It has been urged that there are places which do not qualify at present although they are equally expensive. What alternative basis would be more suitable?
69. (a) The existing rates of House Rent Allowance are as follows :-
 'A', B₁ and B₂ Class Cities 15% of pay subject to a maximum of Rs.400/- per mensem.
 'C', Class Cities 7.5% of pay subject to a maximum of Rs.200/- per mensem.
 It has been urged that these rates of H.R.A. and the ceilings are inadequate and should be revised. What are your views?
- (b) It has been represented that house rent is quite high in some smaller cities, or in some rural areas, and that it should be permissible, where necessary, to grant house rent allowance in such places on a careful study of the local problem. Do you agree?
70. At present government employees are grouped into different pay ranges for allotment of government accommodation. It has been suggested that the same pay ranges may be adopted for grant of house rent allowance in different cities and for this purpose house rent allowance should be a fixed amount for each pay range instead of being a percentage of pay. What are your views in the matter?
71. At present Central government employees are granted Compensatory (City) Allowance generally in cities/towns with a population of 4 lakhs and above and the amount ranges from Rs.6.50 to Rs.75/- p.m. Employees are also eligible for House Rent Allowance in these places. Would you favour continuance of C.C.A. as a separate element or would you favour grant of one composite allowance in lieu of H.R.A. and C.C.A. to compensate for the increased cost of living in various cities/towns/areas?

72. (a) It has been stated that the cost of living in some smaller places is as much, if not more, as in bigger cities and it has been suggested that Compensatory Allowance may be paid at all places. Do you agree ?
 (b) Since dearness allowance is expected to take care of rise in prices, is the payment of C.C.A. justified ?
73. (a) It has been urged that in some cities government employees have to travel long distances to attend office and should be paid conveyance allowance. Do you agree ?
 (b) It has also been urged that in areas where government offices are located at considerable distance from the place of residence of an employee, and the means of public transport are wholly insufficient and very expensive, and the terrain is difficult, the cost of travel should be subsidised. Do you think the request is reasonable ?
74. (a) It has been urged that the existing transfer grant and baggage allowance admissible to an employee on transfer are inadequate and need upward revision. What revised rates would be reasonable for different categories of employees ?
 (b) Do you think the rates of traveling and daily allowances on tour require modification ? If so, what would you suggest as proper allowance ?
75. It has been urged that government employees should be reimbursed in full for travel to home town once in a block of two years. Further, if an employee exchanges the home town facility in favour of travel to any place in India (in a block of 4 years), it has been suggested that he may, in lieu thereof, be paid a lump sum amount to avoid abuse of the existing facility. What are your views in the matter ? How would you like to modify the scheme so that it may serve the intended purpose ?
76. Will it be desirable to provide insurance cover against bodily injury to those employees who run a high risk of violence by criminals in the discharge of their duties ?
77. (a) At present the scheme for grant of children's education allowance, reimbursement of tuition fee, and subsidy for purchase of books, provide financial assistance for the school education of the children of government employees getting pay upto Rs.1200/-p.m. It has been urged that the schemes may be extended to cover university education and be applicable to all government employees irrespective of pay. What are your views in regard to these suggestions ?
 (b) Would you favour replacement of the existing three schemes by an annual lump sum education grant ? If so, what amount would you consider reasonable for the purpose ?
78. There is a scheme for payment of hostel subsidy for children of government employees who are transferred from one station to another in certain circumstances. The maximum amount of hostel subsidy per month is Rs.60/- per child for those staying in hostels of recognised schools. What are your views on the scheme ?
79. Have you any suggestion with regard to the admissibility of the following allowances to Central government employees ?
 (i) Hill Compensatory Allowance.
 (ii) Winter Allowance.
 (iii) Bad Climate Allowance.
 (iv) Remote Locality Allowance.
 (v) Project Allowance.
 (vi) Risk Allowance.
80. Should there be a scheme for grant of incentive bonus in specified services or sectors on the basis of increased output (capable of physical verification) and financially advantageous scientific research technology ?

81. It has been stated that the existing scheme of medical reimbursement is open to abuse and in its place an allowance either as a percentage of pay or at flat rate may be granted to the employees. If you agree, what amount would you suggest ?
82. Are the facilities available to employees under Central Government Health Scheme satisfactory ? What is your suggestion in the matter ?
83. Government servants covered by the Central Government Health Scheme are required to contribute towards the scheme. However, no such contribution is payable by the employees who are covered by the Medical Reimbursement Scheme. What in your opinion is the rationale for this distinction ? Would you favour the introduction of a contributory medical insurance scheme for all employees ?
84. (a) At present earned leave can be accumulated upto a maximum of 180 days. It has been suggested that there should be no such restriction. What are your views ?
(b) It has also been suggested that the quantum of earned leave may be increased from the existing 30 days to 40 days in a year. If so, should this increase not be in lieu of the existing entitlement of half-pay leave ?
85. At present earned leave is allowed to be encashed only at the time of retirement. It has been suggested that 50 per cent of the earned leave admissible in a year may be allowed to be encashed during service. If you are in favour of such encashment, what conditions should be stipulated to ensure that the basic purpose of leave is not defeated ?
86. The leave entitlements of industrial employees are generally governed by Factories Act and differ from those of the non-industrial employees. Suggestions have been made that the industrial employees may be brought on a par with non-industrial employees in the matter of leave entitlements. Would you favour the suggestion ?
87. It has been urged that adoption of the same pay limits as prescribed under the Payment of Bonus Act, 1965, for regulation of Productivity Linked Bonus under government has operated to the disadvantage of certain classes of employees. Do you agree ? If so, what are your suggestions in the matter ?
88. All Central Government employees drawing emoluments upto Rs.1600/- p.m., who are not covered by the existing Productivity Linked Bonus Schemes, have been granted 15 days' emoluments as ad hoc bonus for 1982-83. What are your views in the matter ?
89. Do you have any suggestions in regard to the following :
(a) Canteen facility ;
(b) Union and protective clothing ;
(c) Washing allowance; and
(d) Other welfare measures.
90. (a) Should male government employees be given leave to post-natal family responsibilities ?
(b) If so, what should be the maximum duration of such leave for male employees ?
(c) Should such leave be admissible in broken spells to suit the needs of an individual employees ?
91. Have you any suggestion to make with regard to (a) hours of work and (b) holidays ?
92. Do you think government should provide facilities like day-care centres for children of employees ?
93. (a) A large number of countries tend to restrict "overtime" either by setting a maximum limit on paid extra hours or by applying a general policy designed in practice to keep to a minimum the number of hours worked in excess of normal hours. It is also said that overtime generates indiscipline. What are your views ?

- (b) It is not necessary in public interest that an employee put on overtime should be required to maintain a daily diary of work, and overtime should be allowed only if he exceeds the norm prescribed for his day's out-turn ?
- (c) Will it not help if work schedules are properly adjusted, to the extent necessary, in departments and offices where overtime is frequent ?
- (d) Should the existing rules or regulations governing overtime be made more restrictive ?
- 94. (a) Do you think the present arrangement for night duty allowance is satisfactory ?
(b) Should such an allowance be admissible to gazetted officers also ?
- 95. Employees availing L.T.C. to any place in India have generally to stay in hotels, which are expensive. It has been suggested that some holiday homes may be constructed by government, over a period of time, in different parts of the country for use by employees. Is this a practicable suggestion and will its benefits to the employees outweigh the expenditure ?
- 96. (a) It has been urged that the existing ceilings for house building advance are inadequate. What limits would you suggest ?
(b) What other method would you suggest for providing a house for a government employee when he retires from service ?
(c) Could you suggest a scheme for house building for government employees who may be willing to subscribe to it, linking it with life insurance, group insurance or provident fund ?
- 97. Suggestion has been made that the amount of advance admissible to a government servant for purchase of a vehicle should be equal to the actual cost of the vehicle. Would you support this view ? What should in your view be the revised ceilings for bicycle, scooter, motorcycle and motor car ?
- 98. It is said that due to exorbitant rents, it is becoming increasingly difficult for government employees to obtain suitable residential accommodation. The amount of house rent allowance is meagre and the existing pool of government accommodation is inadequate. A suggestion has therefore been made that in the housing programmes of government owned /controlled agencies, a large percentage of houses should be earmarked for allotment to government employees and the cost recovered in easy instalments. Government may ensure that such facilities are not misused by providing forfeiture and other penal clauses. What are your views in the matter ?

DEATH-CUM-RETIREMENT BENEFITS

- 99. The existing age of retirement of government employees in general is 58 years. Are you in favour of any change ? If so, give reasons.
- 100. It has been urged that employees who continue in service in a temporary capacity for a number of years, should be given the same benefits as admissible to permanent employees. What are your views ? What period you would consider appropriate for grant of such a benefit ?
- 101. It has been suggested that government employees may be permitted to retire voluntarily after 15 years of service instead of 20 years of service as at present. What are your views ?
- 102. At present pension is calculated with reference to the average emoluments of the last 10 months of service whereas gratuity is based on the last pay drawn. Should pension be also determined with reference to the last pay drawn ?
- 103. Should the existing ceilings on the amount of pension and gratuity continue ? If not, what in your opinion should be the revised ceilings, if any.
- 104. In some foreign countries, pension is about 70 per cent or more of the pay drawn at the time of retirement, but the pension schemes are contributory. Would you suggest enhancement of the existing limits, of pension coupled with the necessary contribution from the employee to the pension scheme ?
- 105. What are your views about the relative attractiveness of the existing pension scheme and the Contributory Provident Fund scheme with matching contribution by government ? Which scheme would you favour and why ?

106. It has been urged that the existing family pension rates are inadequate. What improvements would you suggest in the rates ?
107. Should special family cover against death by violence or accident attributable to service be given to certain categories of employees ? If so, at what rate ?
108. It has been urged that government employees on retirement may be given dearness allowance on pension at the same rate as serving employees. What are your views?
109. At present, government employees on permanent absorption in public sector undertakings in public interest are allowed full commutation of pension for the service rendered under government. In case of retirement from government service, commutation is permissible for one-third of the pension. would you suggest enhancement of this limit. If you are in favour of more commutation, would you recommend payment of part of the commuted value in the form of special pension bonds with a specified period of maturity to avoid undue strain on government finances and public economy ?
110. It has been suggested that the commuted value of pension should be restored to the pensioner on the expiry of the period for which commuted value was worked out. Is this demand reasonable considering that while drawing commutation tables both the death rate and expectancy of life of pensioners are taken into account ?
111. Have you any suggestion for improvement of the existing Group Insurance Scheme applicable to central government employees ?
112. (a) Are you in favour of continuance of the existing provident fund scheme ?
(b) If so, what improvements would you suggest in the scheme ?
(c) What would be a reasonable rate of interest on the provident fund after taking into account the benefits accruing from it ?
(d) Would it help if a trust is created by government to manage the entire amount of provident fund ?
113. At present all government employees are required to contribute compulsorily to the provident fund at 6 per cent of pay. Over the years, schemes for grant of family pension, death-cum-retirement gratuity and group insurance have been introduced which provide relief to the family in the event of untimely death of the employee. Would you recommend continuance of the compulsory provident fund scheme in its present form. If not, for which category of employees would you favour its discontinuance ?
114. It has been suggested that the pensionary benefits of central government employees can be substantially improved through operation of a pension fund to which government should contribute annually at a fixed percentage of the employee's pay. What are your views ?

ARMED FORCES

115. What steps would you suggest to make the Defence Services more attractive ?
116. (a) A view has been expressed that the most practical and equitable method for determining defence service pays would be on the basis of fair comparison with pays fixed for the civilian employees of the Central government. Do you agree ?
(b) If not, would you suggest any other basis for determining the pay in defence service ?
117. At present there is a relativity between the pay of Service officers and the officers of Group 'A' Services and the Indian Police Service. It has been suggested that the pay of Service officers should be determined independently with reference to salaries in the public sector undertakings. If you agree with this view, please indicate the comparators in non-government employment for determination of the pay of Service officers and how the same should be worked out.
118. How should the pay of a trained infantry soldier be determined ?
119. The Third Pay Commission had considered an element equal to 5 per cent of the pay of a soldier as a reasonable compensation for "x" factor which represents the average degree of hardship,

turbulence, hazards, etc. inherent in service life. In respect of 'home saving element' on account of the provision of free services like food, clothing and accommodation to soldiers, the Commission had considered a deduction of the order of 20 per cent to be fair and reasonable. Have you any suggestion in regard to the reasonableness of the quantum of these two elements in the present day conditions ?

120. Officers up to the rank of Colonel in the Army and equivalent ranks in Air Force and Navy are now provided with free rations. Do you think that the concept of 'home saving element' would equally apply in the case of officers who are provided with free rations ? If so, in what manner ?
- How much financial benefit does it provide ?
 - Would you prefer monthly cash allowance in place of free rations ?
121. What should be the relationship between the scales of pay of an infantry soldier, constables of Border Security Force, the Central Reserve Police, the Central Industrial Security Force and a police constable, taking into account their respective duties, terms of engagement and the age of superannuation ?
- 122.(a) Service personnel below officer rank have generally a short period of service. Do you think their pensions are adequate ?
- (b) Should posts be reserved for all ex-service men, if otherwise suitable, in Central Police Organisations, public sector undertakings and State Police Organisations ?
123. What are your suggestions about the various types of pensionary benefits of Armed Forces personnel having regard to their terms and conditions of service ?
124. (a) Armed Forces personnel are allowed certain special types of pay, allowances and benefits in cash and kind having regard to their terms and conditions of service. What are your views on them ?
- (b) What are your suggestions for rationalisation and simplification of the total pay packet so as to promote efficiency ?

ANNEXE 2.3
(See paragraph 2.5)

FOURTH CENTRAL PAY COMMISSION

Schedule for furnishing data by Regular Establishments (Permanent and Temporary) of Central Government as on 1.1.1984.

PLEASE READ THE GUIDELINES BEFORE FILLING THIS SCHEDULE
DO NOT FILL THE BLANK CODE CAGES.

1.1 Name of Ministry/Department

_____/_____/_____
CODE

1.2 Name of Organisation

_____/_____/_____/_____
CODE

1.3 Status of Organisation

(Please tickmark the applicable item, say 1 or 2 or 3,)

Secretariat proper

1

Attached

2

Subordinate

3

Others

9

2.1 Designation of the category of post in full
(in CAPITAL LETTERS)

_____/_____/_____/_____/_____/_____/_____/_____
CODE

- 2.2 Group to which post belongs
(Please tickmark the applicable item, say 1 or 2 or 3,)

Group A

1

Group B

2

Group C

3

Group D

4

Unclassified

9

- 2.3 (Please tickmark the applicable item, say 1 or 2)

Whether post is

Gazetted

1

Non-gazetted

2

- 3.1 Scale of pay of the post
(in full including rate of increment and efficiency bar.)

1	2	3	4	5	6	7	8	9	10
CODE									

- 3.2 Total posts sanctioned

- 3.21 Permanent posts

- 3.22 Temporary posts

- 3.3 Number in position

- 3.4 Remarks (if any)

4. Category of post is
(Please tickmark the applicable item, say 1 or 2 or 3)

Non-industrial

1

If industrial

In Workshop covered under Factories Act 1948;

2

In Running Shed in Railways;

3

Other Artisan Groups not covered

in 2 and 3 above 4

5. Special Pay and Allowances

(Excluding DA, ADA, HRA, CCA, other Compensatory allowances and allowances such as Running allowance, Incentive allowance, Project allowance, etc.)

Nature of Special Pay/Allowance	Rate of Special Pay/Allowance (In Rupees)	No. of posts
1.	2.	3.
1. Special pay		
2. Non-Practising Allowance		
3. Others (Like Machine Allowance, Flying Pay etc.) Please specify.		

6. Method of recruitment prescribed and percentage of posts to be filled by each method.

Please tickmark the applicable column and give details.

(Please attach a copy of Recruitment Rules)

Method of Recruitment	Proportion (%)
1.	2.
1. Direct by Competitive examination, Selection, etc.	
2. Promotion	
3. Other Methods	
4. Recruitment rules not finalised	

7. Feeder designations and Scales of pay of posts from which promotions are made.
Please mention Designations with Scales.

Designation from which promotion is made	Scale of Pay
1.	2.
(1)	
(2)	
(3)	

8. Occupational groups for Technical/Professional Posts only with highest qualification prescribed for direct recruitment, where applicable.
(Please tickmark the applicable items in the table below, say 01 or 02, and 1 or 2.)

Occupational Group		Essential Qualification for Direct Recruitment.	
Item	Description	Item	Description
1		2	
<input checked="" type="checkbox"/> 01	Scientific	<input checked="" type="checkbox"/> 1	Doctorate
<input checked="" type="checkbox"/> 02	Engineering	<input checked="" type="checkbox"/> 2	M. Phill
<input checked="" type="checkbox"/> 03	Medical	<input checked="" type="checkbox"/> 3	Post Graduate Degree
<input checked="" type="checkbox"/> 04	Economics/Statistics	<input checked="" type="checkbox"/> 4	Member, Institute of Chartered Accountants/Cost and Works Accountants/Company Secretaries or Equivalent
<input checked="" type="checkbox"/> 05	Accountancy	<input checked="" type="checkbox"/> 5	Graduate Degree
<input checked="" type="checkbox"/> 06	Teaching	<input checked="" type="checkbox"/> 6	Degree in Engineering/Technology or Equivalent
<input checked="" type="checkbox"/> 07	Law	<input checked="" type="checkbox"/> 7	Degree in Medical Science
<input checked="" type="checkbox"/> 08	Informatics [Electronic Data Processing]	<input checked="" type="checkbox"/> 8	Under Graduate Diploma in Engineering/Technology or Equivalent

Occupational Group		Essential Qualification for Direct Recruitment.	
Item	Description	Item	Description
1		2	
09	Others [Specify]	9	Others [Specify]

Note : If alternate essential qualifications are prescribed, tickmark the highest one out of those in column 2 above. The qualifications in column 2 have been arranged in descending order from the top.

9. Details of Qualifications & Experience prescribed for Direct Recruitment, if applicable

Educational/Professional

Experience

Essential

Desirable

10. Duties and Responsibilities

Please indicate main duties and responsibilities of categories of posts special to your organisation excluding the following :

- (a) Posts encadred in organised services;
- (b) Common categories like Lower Division Clerks, Upper Division Clerks, Stenographers, Staff Car Drivers, etc.
- (c) Secretariat posts like Secretary/Joint Secretary, etc.
- (d) Research Posts in Scientific and Technical Organisation;
- (e) Teachers and Doctors.

FOURTH CENTRAL PAY COMMISSION

GUIDELINES FOR FILLING THE SCHEDULE FOR FURNISHING DATA BY REGULAR ESTABLISHMENTS OF CENTRAL GOVERNMENT

Information should be furnished only in respect of Regular Government Organisations and *NOT* for Autonomous organisations or Public Undertakings.

Information should pertain only to the regular staff. Please do not fill schedule for the non-regular establishments like casual labour, work charged staff, extra departmental agents, staff employed on contract basis, etc.

OMISSIONS/ERRORS IN THE INFORMATION GIVEN IN THE SCHEDULE OR ITS LATE RECEIPT IN THE COMMISSION MAY RESULT IN INCOMPLETE EVALUATION OF THE AFFECTED CATEGORIES OF POSTS. THEREFORE PLEASE READ THE GUIDELINES CAREFULLY AND FILL THE SCHEDULE ACCORDING TO THESE GUIDELINES.

General

EXCEPT FOR ITEM 3.3 'NUMBER IN POSITION' ALL OTHER ENTRIES SHOULD PERTAIN TO POSTS AND NOT TO PERSONS HOLDING THE POSTS.

Please fill a separate schedule for *each category of posts* for the secretariat/Organisation as a whole. Posts carrying the same designation and the same scale of pay should be treated as in one category. Posts with different designations from separate categories. Posts carrying the same designation but having different scales of pay e.g. Stenographers in Rs.425-800, also form separate categories.

Information in regard to organisations which have field units/sub-offices in different places, as for instance, National Savings Organisation, Registrar of Companies, Directorate of Marketing & Inspection, All India Radio, etc., should be collected and bunched category-wise by the Headquarters in the first instance and then sent to Commission for the Organisation as a whole. Similarly in the case of Railways, information may be collected at the level of the Zonal Railways, in the case of Posts & Telegraphs at the level of the Posts & Telegraph Circles, in the case of Income Tax Officers at the level of Income Tax Commissioners, etc. However, the Secretariat of each Ministry/Department should be treated as a separate unit and information furnished for the Secretariat as a whole.

Although the entire information pertaining to an Organisation/Secretariat should be sent to the Commission in one batch, the schedules should be so arranged that posts in Group 'A', Group 'B', Group 'C', Group 'D' and unclassified posts in Non-Industrial and Industrial categories are made into separate bunches and stitched together in a book form.

To ensure against omissions and schedules getting misplaced a check list should be prepared Group-wise for Non-Industrial and Industrial Posts separately in respect of each organisation in the following form striking a total below column 4 and sent along with the information.

Name of Organisation _____

Number of Schedules sent (Groupwise, as given below)	Industrial	Non-Industrial	Total
1	2	3	4
Group A			
Group B			
Group C			
Group D			
Unclassified			

Each schedule should be filled and furnished in the printed form to the Commission. The Organisation should also keep an extra copy and carefully preserve the same for future use as also to furnish any clarifications that might be required by the Commission at a later date.

**PLEASE DO NOT USE ABBREVIATIONS. PLEASE DO NOT FILL
THE BLANK 'CODE' CAGES.**

Please write the number of posts filled out of the total sanctioned strength against item 3.3. *THIS IS THE ONLY ENTRY WHICH PERTAINS TO PERSONS HOLDING THE POSTS.*

The numbers written against above items should also include numbers indicated under item 6 'Special Pay and Allowances'.

If any information is not available, the words 'NA' should invariably be entered against appropriate items.

Where payment is made on piece rate basis, only the prescribed scale of Pay of the Posts and *NOT* the piece rate should be given under item 3.1.

When a post is tenable by a person on deputation from State Government or some other department, only the scale of pay of the post should be given and *NOT* what the incumbent may be drawing or be entitled to.

If in any particular case the scale of pay or fixed pay given under item 3.1 is in the nature of stipend for apprenticeship or an Honorarium, this fact should be indicated in the Remarks under item 3.4.

Normally the number in position should not exceed the authorised strength. In some particular organisations some posts may be filled against sanctioned strength for some different designations. For example if some posts of Lower Division Clerks have been filled in a particular organisation in lieu of posts of Upper Division Clerks sanctioned, the number of Lower Division Clerks in position may be more than the sanctioned posts, whereas the total number of sanctioned posts of Lower Division Clerks and Upper Division Clerks taken together will not be less than the total number of Lower Division Clerks and Upper Division Clerks in position together. In such cases position should be clarified in the Remarks under item 3.4.

Item 4 Non-Industrial and Industrial Posts

For posts in Non-Industrial Establishments, which are industrial by their job contents like Electricians, Carpenters, please tickmark entry ☒ Other Artisan Groups not covered in (2) and (3) above.

Item 1.1 Ministry/Department

Please write full name of the Ministry/Department under this item.

Item 1.2 Organisation

Please write full name of the Organisation under this item.

Item 1.3 Status of Organisation

Organisations other than proper Secretariat, attached and subordinate Offices, such as Commissions, Panels, etc. should be indicated against "Others" ☒

Item 2.1 Designation

Please write full designation of the category of post in *CAPITAL LETTERS* indicating in the bracket the functions/fields such as Inspector (Cooperative), Assistant Engineer (Electrical), Section Officer (Mechanical). Omnibus categorisation like Senior Administrative grade, Group D Staff, etc., should not be given. Individual designations must invariably be given in the schedule.

Item 2.2 Group of Post

In certain organisations, some posts may not be classified under any group viz. Group A, Group B, Group C, and Group D. Such unclassified posts in the regular establishments should be tickmarked as item [9] against unclassified in the schedule.

Item 3.1 to 3.4 Scale of Pay, Posts sanctioned and in position

Please write full scale of pay with different increment rates and stages of Efficiency Bars, if any, under item 3.1.

Please write total number of sanctioned posts against item 3.2.

Please break the total number of sanctioned posts into number of Permanent and Temporary Posts and write these break ups against item 3.21 and 3.22 respectively.

Item 5 Special Pay and Allowances

This item will be filled only if some or all the sanctioned posts carry a Special Pay or Allowance like Non-Practicing Allowance, etc.

Other Allowances like HRA, CCA, Compensatory Allowance, Incentive Allowance, Running Allowance, Project Allowance etc. should not be included.

Please write nature of the Special Pay/Allowance under appropriate entry.

Item 6 Method of Recruitment

The entries here should be made on the basis of recruitment rules and promotion regulations, *COPIES OF WHICH SHOULD ALSO BE FURNISHED*. Where alternative sources of recruitment are provided, for example, promotion, failing which direct recruitment, the entry should be filled on the basis of the first prescribed source of recruitment. Where parallel sources of recruitment are prescribed, those should be indicated and the proportion of the vacancies falling in the direct recruitment quota, promotion quota, etc., should be indicated as percentages in column 2.

Item 7 Feeder designations and scale of pay for promotion

Feeder designations should be given in column 1 for posts filled by promotion. The scale of pay in column 2 should be given in full.

Item 8 Column 1 Occupational Group

Indicate here the occupational group of Technical and Professional posts which are filled by direct recruitment only. For posts like Veterinary Surgeon which fall under Group [09] others, please write the Occupational Group of the post below [09]. *PLEASE DO NOT MARK MORE THAN ONE OCCUPATIONAL GROUP.*

The occupational group of any category of posts will be determined by the work responsibilities involved.

SCIENTIFIC OCCUPATIONAL GROUP : This group will cover posts whose work responsibilities involve Research and Development in Scientific and Technical fields including routine scientific work in laboratories.

Item 5 Special Pay and Allowances

This item will be filled only if some or all the sanctioned posts carry a Special Pay or Allowance like Non-Practicing Allowance, etc.

Other Allowances like HRA, CCA, Compensatory Allowance, Incentive Allowance, Running Allowance, Project Allowance, etc., should not be included.

Please write nature of the Special Pay/Allowance under appropriate entry.

Item 6 Method of Recruitment

The entries here should be made on the basis of recruitment rules and promotion regulations, *COPIES OF WHICH SHOULD ALSO BE FURNISHED*. Where alternative sources of recruitment are provided, for example, promotion, failing which direct recruitment, the entry should be filled on the basis of the first prescribed source of recruitment. Where parallel sources of recruitment are prescribed, those should be indicated and the proportion of the vacancies falling in the direct recruitment quota, promotion quota etc. should be indicated as percentages in column 2.

Item 7 Feeder designations and scale of pay for promotion

Feeder designations should be given in column 1 for posts filled by promotion. The scales of pay in column 2 should be given in full.

Item 8 Column 1 Occupational Group

Indicate here the occupational group of Technical and Professional posts which are filled by direct recruitment only. For posts like Veterinary Surgeon which fall under Group [09] others, please write the Occupational Group of the post below [09] . *PLEASE DO NOT MARK MORE THAN ONE OCCUPATIONAL GROUP*.

The occupational group of any category of posts will be determined by the work responsibilities involved.

SCIENTIFIC OCCUPATIONAL GROUP : This group will cover posts whose work responsibilities involve Research and Development in Scientific and Technical fields including routine scientific work in laboratories.

ENGINEERING OCCUPATIONAL GROUP : This group will cover posts whose work responsibilities involve production construction, survey, exploration and other work in engineering fields.

MEDICAL OCCUPATIONAL GROUP : This group will cover posts whose work responsibilities involve human treatment in Medical and Surgical fields. (Veterinary Surgeons will come under [09] other and not in Medical Occupational Group).

TEACHING OCCUPATIONAL GROUP : This group will cover posts whose work responsibilities involve teaching, including that in Engineering and Medical Institutions.

INFORMATICS (ELECTRONIC DATA PROCESSING)

OCCUPATIONAL GROUP : This group will cover posts whose work responsibilities involve Software, Hardware and related area like Computer Programming, Systems Software Development and Maintenance, Systems Analysis and Design, Information Services and Management based on Electric Data Processing.

Item 8 Column 2 Essential Qualifications for Direct Recruitment

Please tickmark essential qualification for direct recruitment in Column 2. If alternate essential qualifications are prescribed for direct recruitment, please tickmark the highest qualification only in Column 2. *For the pur-pose of filling this schedule*, the qualifications, both General and

Professional, have been arranged in descending order from the top. For example M.Phil appearing in second place may be treated as higher than Post Graduate Degree appearing in third place, and so on .

Item 9 Qualifications and Experience for Direct Recruitment

If there are more than one set of Essential/Desirable Qualifications and Experience, please write all the alternatives.

Item 10 Duties and Responsibilities

While filling this item, please note carefully the categories of posts which are excluded.

Please give a broad indication of the technical, supervisory and financial responsibilities, etc. of the post special to your organisation.

ANNEXE 2.4 (See paragraph 2.13)

LIST OF ESTABLISHMENTS VISITED BY THE COMMISSION

1. Gun & Shell Factory, Cossipore, Calcutta.
2. U.T. Administration of Andaman & Nicobar Islands.
3. Land Customs Organisation near Calcutta.
4. All India Institute of Hygiene and Public Health, Calcutta.
5. Rifle Factory, Ishapore, Calcutta.
6. M & S Factory, Ishapore, Calcutta.
7. Botanical Survey of India, Calcutta.
8. Diesel Locomotive Works, Varanasi.
9. Office of the Divisional Railway Manager, Mughal Sarai.
10. Marshalling Yard, Mughal Sarai.
11. Signalling Cabin, Mughal Sarai.
12. P & T Directorate, Sanchar Bhawan, New Delhi.
13. Rajpath Telephone Exchange, New Delhi.
14. Kidwai Bhawan Telephone Exchange, New Delhi.
15. Indraprastha Head Post Office, New Delhi.
16. Eastern Court Sub-Post Office, New Delhi.
17. Integral Coach Factory, Perambur.
18. Heavy Vehicle Factory, Avadi.
19. Madras Airport Sorting Office (P&T), Madras.
20. Central Telegraph Office, Madras.
21. Office of the Postmaster General, Madras.
22. Office of Regional Director, Regional Meteorological Centre, Madras.
23. Union Territory of Pondicherry.
24. Jawaharlal Institute of Post Graduate Medicine and Educational Research, Pondicherry (Min. of Health and Family Welfare).
25. Bharat Electronics Ltd., Bangalore.
26. Air Defence Ground Environment System Training Institute, Bangalore.
27. Department of Space, Bangalore.
28. Satellite Centre of Indian Space Research Organisation, Bangalore.
29. Indian Telephone Industries (ITI), Bangalore.
30. Hindustan Aeronautics Ltd., Bangalore.
31. Electronics & Radar Development Establishment, (LRDE), Bangalore.
32. Various shore and floating establishments of the Navy, Bombay.
33. Government of India Mint, Bombay.

34. Naval Dockyard, Bombay.
35. Office of the Collector of Customs, Bombay.
36. Customs Establishments at the Dockyard, Bombay.
37. Establishment of the Overseas Communication Service, Bombay.
38. Establishment of the Overseas Communication Service, Bombay.
38. Coast Guard Establishment, Bombay.
39. U.T. Administration of Goa, Daman & Diu, Panjim.
40. Army establishments in North-East Sector, Mizoram.
41. Establishments of Border Roads, Mizoram.
42. Air Force Establishment, Kumbhigram (Silchar).
43. Headquarters, Eastern Command (Army), Calcutta.
44. U.T. Administration, Mizoram.
45. Intelligence Bureau Establishment, Mizoram.
46. Army Establishments in the forward areas of Northern Command and static establishments at Ambala under Western Command.
47. Air Force Establishments, Chandigarh & Ambala.
48. Maruti Udyog Ltd., Gurgaon.
49. Steel Authority of India Ltd., New Delhi.
50. All India Radio, New Delhi.
51. Intelligence Bureau Establishment, New Delhi.
52. Doordarshan, New Delhi.
53. Office of the Regional Director, Geological Survey of India, Jaipur.
54. Army Establishments, Rajasthan Sector.
55. Air Force Establishment, Jodhpur.
56. Border Road Establishments, Jaisalmer .
57. B.S.F. Establishments, Jaisalmer and Bhuj.
58. Office of the Central Excise Department, Udaipur.
59. Central Reserve Police Force Establishment, Delhi.
60. Office of Chief Secretary, Delhi Administration.
61. Metro Rail Project, Calcutta.
62. Coal Loading Operation in the South-Eastern Railway, Asansol.
63. Railway Workshop and Hospital, Kharagpur.
64. Border Roads Organisation, Projects around Joshimath.
65. Winter Craft Wing of the High Altitude Defence and Survival Academy of Indo-Tibetan Border Police, Auli.
66. Indo-Tibetan Border Police post at Mana and forward posts of IInd Battalion, Mana.
67. Research, Designs and Standards Organisation of Indian Railways, Lucknow.

ANNEXE 2.5

(See paragraph 2.14)

LIST OF FEDERATIONS, UNIONS AND ASSOCIATIONS WHICH GAVE ORAL EVIDENCE BEFORE THE COMMISSION

Ministry of Agriculture and Rural Development

1. Air Craft Engineers Association, Directorate of Agricultural Aviation, New Delhi.
2. Directorate of Marketing & Inspection Gazetted Tech. Officers Association, New Delhi.
3. Scientific Technical Officers Association, Department of Agriculture & Cooperation, New Delhi.

Ministry of Commerce

4. Non-Gazetted Technical Staff Association, Directorate of Inspection, New Delhi.
5. Textile Commissioners Officer Staff Association, Bombay.

6. Association of Groups A & B Employees of the Organisation of Development Commissioner (Handloom), Salem.
7. D.G. S. & D. Officers Association (Supply & Inspection Service), New Delhi.
8. Gazetted Officers Association National Test house, Calcutta.
9. Central Trade Service Officers Association, New Delhi.
10. National Test House C & D Staff Association, Calcutta.

Ministry of Communications

11. All India Savings Bank Control Employees Union, Bulandshahr.
12. All India Postal & RMS Accountants Association, New Delhi.
13. P & T Accounts and Finance Service Officers Association, Bombay.
14. W.P.C. & Monitoring Officers' Guild, New Delhi.
15. T.R.C. Scientific Officers Class-I Association, New Delhi.
16. All India P & T Architects Association, New Delhi.
17. Telecommunication Engineering Officers Association, New Delhi.
18. All India Postal Accounts Employees Association, New Delhi.
19. Telephone Inspectors Welfare Association, Ambala City.
20. All India Jr. Engineers Association, New Delhi.
21. All India Association of Post Masters (Gazetted & HSG), Chandigarh.
22. All India RMS Assistant Supdt. & Inspectors Association, New Delhi.
23. Postal Officers Association (India) Central Headquarters, New Delhi.
24. All India Association of Inspectors & Assistant Supdts. of Post Offices, New Delhi.
25. Indian Postal Service Association, New Delhi.
26. Indian Telecommunication Service Association, New Delhi.
27. All India Posts & Telegraphs Indl. Workers Union, Calcutta.
28. Posts & Telegraphs Mazdoor Union, Bombay.
29. Bharatiya Telecommunication Technicians Union, New Delhi.
30. Bharatiya Telephone Employees Union of Line Staff and Class IV, New Delhi.
31. Junior Engineers Telecommunication Association (India), New Delhi.
32. Telegraph Communication Engineers Association India, New Delhi.
33. All India RMS & MMS Employees Union Class-III, New Delhi.
34. All India Telegraph Asstt. Supdts. Association, New Delhi.
35. National Union of Postal Employees Class-III, Delhi.
36. Telegraphic Traffic Officers Association, Kurnool.
37. All India Telegraph Traffic Employees Union Class III, New Delhi.
38. National Federation of P & T Employees, New Delhi.
39. Federation of National P & T Organisations, New Delhi.
40. National Union of Postal Employees Postmen Class IV and All India Postal Employees Union Postmen and Class IV & EDA, New Delhi.
41. All India Telegraph Engg. Employees Union Class III, New Delhi.
42. National Union of Tele. Traffic Employees Group D, New Delhi.
43. Bhartiya P & T Employees Federation, New Delhi.

Ministry of Defence

44. All India Civilian Store Keeping Personnel Association (EME), New Delhi.
45. Defence Factories All India Store-Keepers Association, Jabalpur.
46. All India Association of Storekeeping Staff of AOC, New Delhi.
47. Air Force Storekeepers Association (India), New Delhi.
48. Defence Scientific Workers Association of India, New Delhi.
49. All India Ordnance Factories Para medical Staff Association, Jabalpur.
50. All India Defence Accounts Association (Central Body), Pune.
51. AFHQ Assistant Civilian Staff Officers Association, New Delhi.
52. AFHQ/ISO Employees Association, New Delhi.

53. All India Defence Civilian Clerks Association, New Delhi.
54. All India Defence Fire Staff Association, Pune.
55. Indian Ordnance Factories Supervisors Association, Jabalpur.
56. Confederation of MES Civilian Employees Union, Bombay.
57. Indian Naval Dockyard Employees Union, Bombay.
58. All India Association of the NGOs of Ordnance & Clothing Factories Inspectorates and R & D Organisation, Jabalpur.
59. All India Association of EME Supervisors Technical, New Delhi.
60. All India Accounts Officers Association, Allahabad.
61. All India Association of Ordnance Officers Civilian (Direct), New Delhi.
62. Indian Navy Civilian Officers Association, Bombay.
63. Ordnance Factories Health Service Association, Kanpur.
64. Defence Science Service Officers Association, New Delhi.
65. Defence Aeronautical Quality Assurance Service Officers Association, New Delhi.
66. Naval Armament Gazetted Officers Association, Vishakapatnam.
67. Indian Defence Accounts Service Association, New Delhi.
68. Defence Scientists Association, New Delhi.
69. Indian Ordnance Factories Service Association, Calcutta.
70. Defence Lands & Cantonment Service Officers Association, New Delhi.
71. AFHQ/ISO Group D Employees Association, New Delhi.
72. Bharatiya Prati Raksha Mazdoor Sangh, New Delhi.
73. All India Defence Employees Federation, Pune.
74. Indian National Defence Workers Federation, Kanpur.
75. A.F.H.Q. Civilian Officers Association, New Delhi.

Ministry of Energy

i) Department of Coal

76. Association of Technical Officers of Coal Controllers Organisation, Dhanbad.

ii) Department of Power

77. Drawing Staff Association, Department of Power, CEA, New Delhi.

Ministry of External Affairs

78. Association of Combined Research Cadres, New Delhi.
79. Indian Foreign Service (B) Grade IV, V & VI Association, New Delhi.
80. Indian Foreign Service Association, New Delhi.
81. Indian Foreign Service Branch B, Gazetted Officers Association, New Delhi.

Ministry of Environment and Forests

82. Zoological Survey of India Employees Association, Calcutta.
83. Technical Staff Association Forest Research Institute and College, Dehradun.

Ministry of Finance

84. All India Enforcement Directorate Staff Association, New Delhi.
85. All India N.G. Audit and Accounts Association, New Delhi.
86. All India Civil Accounts Employees Federation, New Delhi.
87. All India Customs Employees Federation, Calcutta.
88. All India Federation of Divisional Accountants Association, Patna.
89. The All India Central Excise Customs Group 'D' Officers Federation, New Delhi.
90. Calcutta Mint Employees Staff Union, Calcutta.
91. Bombay Mint Industrial Staff Union, Bombay.
92. Indian Security Press Staff Union, Nasik Road.
93. All India Income Tax Employees Federation Delhi.
94. The All Customs Appraising Officers Association, Bombay.
95. The All India Customs Gazetted Officers Association, Calcutta.

96. All India National Savings Employees Association & N.S.O. Gazetted Officers Association, Lucknow.
97. Central Revenue Chemical Service Association, New Delhi.
98. All India Central Excise & Land Customs Ministerial Officers Federation, Calcutta.
99. Indian Cost Accounts Service Officers Association, New Delhi.
100. All India S.A.S. Association, Jabalpur.
101. Indian Economic Service Association, New Delhi.
102. Federation of Officers Association of Mints Security Presses and Paper Mills, Dewas.
103. All India Association of the Accounts and Audit Officers of the Indian Audit & Accounts Department, Trivandrum.
104. All India Central Civil Accounts Service (JAO) Association, New Delhi.
105. All India Pay & Accounts Officers Association (Civil), New Delhi.
106. All India Customs Preventive Service Federation, New Delhi.
107. All India Federation of Central Excise Gazetted Executive Officers, Patna.
108. All India Federation of Income-tax Gazetted Officers Association, New Delhi.
109. Indian Revenue Service Association (Customs & Central Excise), New Delhi.
110. Indian Security Press Mazdoor Sangh, Nasik Road.
111. Income Tax Employees Federation, New Delhi.
112. Indian Audit & Accounts Service Association, New Delhi.
113. Bank Note Mudranalaya Shramik Sangh, Dewas.
114. Indian Revenue Service (Income-tax) Association, New Delhi.
115. All India Federation of Central Excise Executive Officers, New Delhi.
116. Indian Civil Accounts Service Association, New Delhi.

Ministry of Food and Civil Supplies

117. Save Grain Employees Welfare Association, Pune.
118. The Food Department Technical Gazetted Officers' Association, New Delhi.

Ministry of Health and Family Welfare

119. Indian Medical Association, New Delhi.
120. All India C.G.H.S. Ayurvedic Physicians Association, New Delhi.
121. All India C.G.H.S. Homeopathic Physicians Association, New Delhi.
122. Central Govt. Health Scheme Pharmacists Association, New Delhi.
123. C.G.H.S. Radiographers Association, New Delhi.
124. Indian Association of Trained Social Workers, New Delhi.
125. The Trained Nurses Association, New Delhi.
126. Committee for revision of Pay Scales of Teachers of the RAK College College of Nursing, New Delhi.
127. Indian Association of Physiotherapists, New Delhi.
128. All India Govt. Medical Stores Employees Federation, New Delhi.
129. All India Govt. Medical Stores Gazetted Officers Association, Bombay.
130. Central Govt. Health Employees Federation, New Delhi.
131. Central Health Service Officers Association, New Delhi.
132. Indian Dental Association, New Delhi.
133. All India C.G.H.S. Medical Officers Association, New Delhi.
134. Faculty Association of Maulana Azad College and Associated Hospitals, New Delhi.

Ministry of Home Affairs

135. All India Staff Association of the Directorate of Coordination (Police Wireless), New Delhi.
136. Hindi Pradhyapak's Association (Ad hoc), New Delhi.
137. Central Secretariat Official Languages Service (Translators) Association, New Delhi.
138. Government of India Librarian's Association (Regd.) New Delhi.
139. All India Census Employees Federation, Bhopal.
140. Central Government Class IV Employees Association, New Delhi.

141. Mobile Civil Emergency Force Non-Gazetted Employees Welfare Association, New Delhi.

Ministry of Human Resources

i) Department of Education

142. Central Hindi Directorate Staff Welfare Association, New Delhi.

ii) Department of Culture

143. National Library Gazetted Officers Association, Calcutta.
 144. National Library Employees Association, Calcutta.
 145. National Museum Non-Gazetted Officers Association, New Delhi.
 146. Gazetted Officers Association Anthropological Survey of India, Calcutta.
 147. National Archives of India Archivists Association, New Delhi.

Ministry of Industry

148. All India Salt Department Employees Union, Madras.
 149. Technical Gazetted Officers Association of the D.G.T.D., New Delhi.
 150. Association of the Technical Officers of the Patent Officer, Calcutta.
 151. Central Company Law Service Association, New Delhi.
 152. Association of the Technical Officers of the Patent Officer, Calcutta.
 153. S.S.I.D.O. Officers Association, New Delhi.

Ministry of Information and Broadcasting

154. Photo Division Employees Association, New Delhi.
 155. Association of Radio & Television Engineering Employees, New Delhi.
 156. A.I.R. Administrative Staff Association, New Delhi.
 157. Song & Dance Division Programme Officers Association, New Delhi.
 158. All India Radio Programme Staff Association, New Delhi.
 159. All India Radio Engineers Association, New Delhi.
 160. Central Information Service Association, New Delhi.
 161. CISOA (Group A) Officers Association, New Delhi.
 162. The Association of DAVP-X-Cadre professionals, New Delhi.

Ministry of Labour

163. Technical Staff Association Labour Bureau, Simla.
 164. Instructional Staff Organisation (Non-Sectt.) D.G.E. & T., Howrah.
 165. Non-gazetted Research Staff Welfare Association of the D.G.E. & T. Employment Directorate, New Delhi.
 166. Association of Gazetted Officers of the Directorate of Mines and Safety, Dhanbad.
 167. Central Industrial Relations Officers Association, New Delhi.
 168. Association of C.G. Labour Officers, New Delhi.
 169. Directorate General Factory Advice Service and labour Institute, Gazetted Officers Association, Bombay.
 170. Non-gazetted Employees Association, DGMS, Dhanbad.

Ministry of Law and Justice

171. Group A Officers of the Official Language Wing Officers Association, New Delhi.
 172. The Bilingual Stenographers Association, New Delhi.
 173. Delhi Judicial Service Association, Delhi.

Ministry of Personnel and Training and Administrative Reforms and Public Grievances and Pension

174. Central Secretariat Service Group A Officers Association, New Delhi.
 175. Confederation of Central Secretariat Service Association, New Delhi.
 176. C.S.S.S. Gazetted Officers Association, New Delhi.
 177. The Central Secretariat Stenographers' Association, New Delhi.

Ministry of Planning

- 178. All India Federation of Economic and Statistics Investigators, New Delhi.
- 179. Central Government Economic and Statistical Officers' Association, New Delhi.
- 180. All India Officers Association, N.S.S.O.(Field Operations Division), New Delhi.
- 181. All India N.S.S.O. Asstt. Supdts. & Computers (IS) Association and All India Association of Investigators, Cuddalore.
- 182. Indian Statistical Service Association, New Delhi.

Ministry of Science and Technology

- 183. Survey of India Ministerial Staff Association, Dehradun.
- 184. Class III Service Association Survey of India Karamchari Class IV Union, Dehradun.
- 185. National Atlas & Thematic Mapping Organisation Employees Union, Calcutta.
- 186. Surveyors' Association, Survey of India, Dehradun.
- 187. India Meteorological Department Staff Union, Bombay.
- 188. Class II Officers Association Survey of India, Hyderabad.
- 189. The Gazetted Officers Association of the India Meteorological Department, New Delhi.
- 190. Association of Civilian Class-I Group A Officers of Survey of India, Dehradun.

Ministry of Steel and Mines

- 191. Geological Survey of India Employees Association, Hyderabad.
- 192. Indian Bureau of Mines Mining Engineers Association, Nagpur.
- 193. Association of Geophysicists, G.S.I. , New Delhi.

Ministry of Transport**i) Department of Railways**

- 194. All India Train Controllers Association, Delhi.
- 195. Indian Railway Ticket Checking Staff Association, Delhi.
- 196. All India Railway Commercial Clerks Association, Delhi.
- 197. Indian Railway Legalmen's Association, New Delhi.
- 198. All India Cipher Staff Association, New Delhi.
- 199. All India Guards Council, Varanasi.
- 200. All India Trains Clerk Conference, Mosur.
- 201. Central Railway Motormen's Association, Bombay.
- 202. Station Master's Association, Tirupati.
- 203. All India Railway Commercial Inspectors Association, Hoshangabad.
- 204. All India Railway Transportation Supervisors Association, Andal, W.B.
- 205. All India Loco Running Staff Association, Anara.
- 206. Federation of Indian Railway Travelling Inspectors of Station Accounts, New Delhi.
- 207. C.L.W.Labour Union, Chittaranjan.
- 208. Accounts Stock Verifiers Association, New Delhi.
- 209. The Railway Board Ministerial Staff Association, New Delhi.
- 210. R.D.S.O. Class III Staff Association, Lucknow.
- 211. Indian Railway Loco Mechanical Staff Association, Moradabad.
- 212. All India R.P.F. Association, Allahabad.
- 213. Indian Railway Electronic Data Processing Staff Association, New Delhi.
- 214. All India Railway Finger Print Examiners Association, Bombay.
- 215. R.D.S.O. Senior Subordinate Association, Lucknow.
- 216. Indian Railway S.A.S. Staff Association, Calcutta.
- 217. Eastern Railway Telephone Operators Association, Calcutta.
- 218. Indian Railway Journalists Association, Kancharapara.
- 219. All India Railway Welfare and Personnel Inspectors Association, Asansol.
- 220. Indian Railway X-Ray & Laboratory Staff Association, New Delhi.
- 221. Indian Railway Pharmacists Association, New Delhi.
- 222. Indian Railways Dressers Association, New Delhi.
- 223. Rail Nurses Association, New Delhi.
- 224. Indian Railways Health Inspectors Association, New Delhi.

225. All India Railway Family Welfare Staff Association, Chandigarh.
226. Indian Railway Technical Supervisors Association, Calcutta.
227. Indian Railways Engineering Graduates Association, Calcutta.
228. Indian Railway Stenographer's Association, New Delhi.
229. All India Railway Teachers Federation, Chittaranjan.
230. All India Railway Ministerial Staff Association, Dhanbad.
231. All India Train Examiners Association, Howrah.
232. Railway Telegraph Signallers Staff Association, Delhi.
233. Indian Railway Drawing Staff Association, Ghaziabad.
234. Indian Railway Civil Engineering Design Assistants Association, Calcutta.
235. All India Carriage and Wagon Staff Council, Asansol.
236. Indian Railway Chemical and Metallurgical Staff Association, Jhansi.
237. Indian Railway Traction Workers' Association, Nabanagar.
238. Signal & Telecommunication Inspectors association, Secunderabad.
239. Indian Railways Physiotherapists Association, New Delhi.
240. Railways Cost Accounts Chapter, Madras.
241. Railway Board Stenographers (Gazetted) association, New Delhi.
242. All India Railway Employees Confederation, New Delhi.
243. Rajbasha Karamchari Parishad, Lucknow.
244. Statistical Inspectors Association, Gorakhpur.
245. R.D.S.O. Class II Officers Association, Lucknow.
246. Railway Board Secretariat Service Class I Officers Association, New Delhi.
247. Indian Railway Class II Officers Federation.
248. Railway Board Secretariat Service Class II Officers Association, New Delhi.
249. Railway Medical Officers Association, New Delhi.
250. All India Railway Cashiers Association, New Delhi.
251. Indian Railway Workers Federation, New Delhi.
252. Indian Railway Accounts Service Association, New Delhi.
253. Bharatiya Railway Mazdoor Sangh, New Delhi.
254. Federation of Railway Officers Association, New Delhi.
255. I.R.T.S. Officers Association, New Delhi.
256. Indian Railway Permanent Way Inspectors Forum, Howrah.
257. All India Railwaymen's Federation, New Delhi.
258. National Federation of Indian Railwaymen, New Delhi.

ii) Department of Civil Aviation

259. Civil Aviation Department Gazetted Officers Association, New Delhi.
260. Air Traffic Controller Guild, New Delhi.
261. Civil Aviation Department Communication Guild, New Delhi.
262. Civil Aviation Department Employees Union, New Delhi.

iii) Department of Surface Transport

263. Government Pre-sea going Training Ships Employees Federation, Calcutta.
264. All India Central Govt. Light Houses and Lightships Staff Federation, Mathukur.
265. Technical Gazetted Officers Association of Ministry of Shipping and Transport, New Delhi.
266. Government of India Marine Surveyors Association and Merchant Navy Training Officers Association, Bombay.
267. The Central Engineering Service (Roads) Group 'A' Examination Recruits Association, New Delhi.

268. Class I Officers (Direct Recruits) Association, New Delhi.

Ministry of Urban Development

269. Kendriya Lift Karamchhari Sangh, Delhi.
 270. Ministerial Staff Association Land & Development Office, New Delhi.
 271. Engineering Drawing Staff Association, New Delhi.
 272. C.P.W.D. Junior Engineers Association (India), Delhi.
 273. All India C.P.W.D. Employees Union, New Delhi.
 274. All India Federation of Government of India Press Workers, New Delhi.
 275. All India Federation of Diploma Engineers, New Delhi.
 276. All India Official Architects Association, New Delhi.
 277. Federation of Chief Draftsman/Head Draftsman, New Delhi.
 278. Town & Country Planners Association, New Delhi.
 279. National Federation of Employees of Government of India Printing and Stationery and Publication Department, New Delh.
 280. C.P.W.D. Junior Engineers Association, New Delhi.
 281. Central Engineering Service Class I Direct Recruits Association, New Delhi.
 282. Graduate J.E. Association & AMIE JE Association, New Delhi.

Ministry of Water Resources

283. All India Central Ground Water Board Officers Association, New Delhi.
 284. All India Central Ground Water Board Employees Association, Faridabad.
 285. Drawing Staff Association, Ministry of Irrigation, its Attached and Subordinate Offices, New Delhi.
 286. Faraka Barrage Project Workers Union, Farakha Barrage.
 287. Central Water & Power Commission Engineers Clases II Association, New Delhi.
 288. Scientists Officers Group 'B' Association, Pune.
 289. Senior Technical Staff Association, Murshidabad.
 290. Central Water & Power Engineering Services Group 'A' Association, New Delhi.

Department of Atomic Energy

291. Atomic Energy Workers Staff Union, BARC, Bombay.
 292. Bhaba Atomic Research Central Officers Association, Bombay.

Department of Electronics

293. Association of Scientific & Technical Officers, Sriharikota.

Department of Ocean Development

294. The Central Government Fishing Seamen's Association, Cochin.
 295. Indo-Norwegian Project Employees Association, Cochin.

Department of Space

296. Space Engineers Association, Trivandrum.
 297. Scientific & Technical Officers Association, New Delhi.

Union Territory of Mizoram

298. Circle Assistants Association.
 299. Field Staff (Revenue) Association.
 300. Staff of Labour & Employment.
 301. Staff of Home Guards.

All India Services

- 302. Indian Administrative Service (Central) Association, New Delhi.
- 303. Indian Police Service (Central) Association, New Delhi.
- 304. Indian Forest Service Association, New Delhi.

Others

- 305. Staff Side, National Council of Joint Consultative Machinery, New Delhi.
- 306. National Organisation of Government Employees, New Delhi.
- 307. Government Employees National Federation, New Delhi.
- 308. All India Confederation of Central Government Officers Association, New Delhi.
- 309. All India Central Government Non-Secretariat Stenographers Forum, Calcutta .
- 310. Central Government Staff Car Drivers Association, Madras.
- 311. Federation of Central Secretariat and Allied Offices Employees, New Delhi.
- 312. Delhi Veterinary Association, Delhi.

ANNEXE 2.6
(See paragraph 2.15)

**LIST OF PROMINENT PERSONS WHO PARTICIPATED
IN DISCUSSIONS WITH THE COMMISSION**

**Sl.
No.**

- 1. Dr. Bharat Singh, Vice Chancellor, Roorkee University, Roorkee.
- 2. Shri L.K. Jha, Adviser to the Prime Minister of India, New Delhi.
- 3. Shri G.C. Singhvi, Director, Vallabh Bhai Patel National Police Academy, Hyderabad.
- 4. Shri R.N. Chopra, Director, Lal Bahadur Shastri National Academy of Administration, Mussorie.
- 5. Miss Usha Mehra, Registrar, Delhi High Court, Delhi.
- 6. Shri R.N. Malhotra, Governor, Reserve Bank of India, Bombay.
- 7. Prof. M.G.K. Menon, Member, Planning Commission, New Delhi.
- 8. Shri K.F. Rustomji, Director General (Retd.) Border Security Force, New Delhi.
- 9. Shri G.C.L. Joneja, Secretary (Retd.), New Delhi.
- 10. Prof. Ishwar Dayal, Director, Institute of Management, Lucknow.
- 11. Shri C. Ramanujam, President INTUC, Madras.
- 12. Shri Inder Malhotra, Journalist, New Delhi.
- 13. Shri A.V. Poulouse, Financial Commissioner (Retd.), Railway Board, New Delhi.
- 14. Shri Manhar Bhai Mehta, President, Bharatiya Mazdoor Sangh, Bombay.
- 15. Air Chief Marshal (Retd.) O.P. Mehra, Governor of Rajasthan, Jaipur.
- 16. General G.C. Bewoor (Retd.), Pune.
- 17. Admiral R.L. Pereira (Retd.), New Delhi.
- 18. Air Marshal H.C. Dewan (Retd.), New Delhi.
- 19. Prof. D.T. Lakdawala, Sardar Patel Institute of Economics and Social Research, Ahmedabad.
- 20. Shri S.Y. Ranade, Secretary (Retd.), Bombay.
- 21. Shri H.N. Ray, Secretary (Retd.), New Delhi.
- 22. Shri U.C. Agarwal, Chief Vigilance Commissioner.
- 23. Shri A.D. Pisharody, Retd. Member, P&T Board, New Delhi.
- 24. Shri N.V. Shenoi, Secretary (Retd.), Ministry of Communications.
- 25. Delegates from All India Trade Union Congress, New Delhi.
- 26. Prof. R.C. Mehrotra, University of Rajasthan.
- 27. Shri H.K. L. Capoor, Chairman, U.P.S.C.

**LIST OF SECRETARIES TO THE GOVERNMENT OF INDIA, OTHER HEADS OF
DEPARTMENTS AND CHIEFS OF THE DEFENCE FORCES WHO PARTICIPATED IN
DISCUSSIONS WITH THE COMMISSION**

1. Shri S.S. Gill, Secretary, Ministry of Information and Broadcasting.
2. Shri H.A. Barari, Director, Intelligence Bureau.
3. Dr. S.S. Sidhu, Secretary, Ministry of Civil Aviation.
4. Shri T.G.L. Iyer, Director General, C.R.P.F.
5. Shri O.P. Bhutani, Director General, I.T.B.P.
6. Shri D.M. Misra, Director General, C.I.S.F.
7. Shri S.S. Dhanoa, Secretary, Ministry of Health and Family Welfare.
8. Shri B.S. Shekhon, Secretary, Ministry of Law and Justice.
9. Shri R.C. Kapila, Additional Secretary, Department of Supply.
10. Shri V.K. Dhar, Secretary, Department of Company Affairs.
11. Shri J.A. Kalyanakrishnan, Secretary, Ministry of Welfare.
12. Dr. Raja Ramanna, Secretary, Department of Atomic Energy.
13. Shri T.V. Vijayasekharan, Secretary, Department of Food.
14. Shri K.C. Pandeya, Secretary, Department of Civil Supplies.
15. Shri Peri Shastri, Secretary, Legislative Department, Ministry of Law and Justice.
16. Shri Ramesh Chandra, Secretary, Ministry of Works and Housing.
17. Shri M.M. Kohli, Secretary, Department of Power.
18. Shri K.N. Singh, Secretary, Department of Statistics.
19. Shri Romesh Bhandari, Secretary, Ministry of External Affairs.
20. Shri P.E. Menon, Director General, Assam Rifles.
21. Shri V.C. Pandey, Secretary, Department of Revenue.
22. Shri Prem Kumar, Secretary, Ministry of Commerce.
23. Shri M.C. Mishra, Director General, Border Security Force.
24. Shri M.G. Katre, Director General, Central Bureau of Investigations.
25. Shri Ramaswamy R. Iyer, Secretary, Ministry of Irrigation
26. Shri P.N. Ramanathan, Collector, Union Territory of Dadra & Nagar Haveli
27. Shri S.R. Vijaykar, Secretary, Department of Electronics.
28. Shri Y.C. Das, Secretary, Department of Culture.
29. Shri S.D. Srivastava, Secretary, Department of Industrial Development.
30. Kum. Kusum Latha Mittal, Secretary, Department of Official Languages.
31. Shri H.M.S. Bhatnagar, Secretary, Ministry of Labour.
32. Shri Harbans Singh, Secretary, Department of Public Enterprises.
33. Prof. Yash Pal, Secretary, Ministry of Science and Technology.
34. Dr. S.Z. Qasim, Secretary, Department of Ocean Development.
35. Shri T.N. Seshan, Secretary, Environment, Forest & Wild Life.
36. Vice Admiral Shri I.J.S. Khurana, Director General, Coast Guards.
37. Shri D. Bandyopadhyay, Secretary, Department of Rural Development.
38. Major General J.C. Sachdeva, Director General, Border Roads.
39. Dr. Bimal Jalan, Secretary, Department of Banking.
40. Shri P.P. Nayyar, Secretary, Department of Surface Transport.
41. Shri S.C. Vaish, Chief Secretary, Arunachal Pradesh.
42. Shri Jagdish Sagar, Administrator, Union Territory of Lakshadweep.
43. Shri J.C. Marwaha, Director General, Ordnance Factories.
44. Shri R. Ganapati, Secretary, Department of Expenditure.

45. Lt. Gen. H.C. Puri, Director General, Armed Forces Medical Services.
46. Shri Maheshwar Dayal, Secretary, Department of Non-Conventional Energy.
47. Shri P.C. Jain, Secretary, Department of Defence Production.
48. Shri V.S. Arunachalam, Secretary, Department of Defence Research and Development.
49. Vice Admiral S.M. Gadihoke, Chief of Naval Personnel.
50. Shri Thomas Kora, Secretary, Department of Telecommunications.
51. Shri K.R. Murthy, Secretary, Department of Posts.
52. Admiral R.H. Tahiliani, Chief of the Naval Staff.
53. Shri Prakash Narain, Chairman, Railway Board.
54. Lt. General S. Majumdar, Adjutant General.
55. General A.S. Vaidya, Chief of the Army Staff.
56. Shri K. Ramanujam, Secretary, Department of Personnel & Training.
57. Air Marshal M.L. Sethi, Air Officer in-charge of Administration.
58. Shri T.N. Chaturvedi, Comptroller and Auditor General of India.
59. Shri Subramaniam, Secretary, Department of Agriculture.
60. Air Chief Marshal D.A. La Fontaine, Chief of Air Staff.
61. Shri R. Venkataraman, Controller General of Defence Accounts.
62. Shri C.G. Somaiah, Secretary, Ministry of Planning.
63. Shri B.K. Rao, Secretary, Department of Mines.
64. Prof. U.R. Rao, Secretary, Department of Space.
65. Shri Anand Sarup, Secretary, Department of Education.
66. Shri R.D. Pradhan, Secretary, Department of Internal Security.
67. Kumari Roma Majumdar, Secretary, Department of Women's Welfare.
68. Shri S. Venkitaramanan, Secretary, Ministry of Finance.
69. Shri S.K. Bhatnagar, Defence Secretary.
70. Shri P.K. Kaul, Cabinet Secretary.

ANNEXE 2.8
(See Paragraph 2.17)

LIST OF STATE GOVERNMENTS WITH WHOM DISCUSSIONS WERE HELD AT DELHI

1. Andhra Pradesh
2. Assam
3. Bihar
4. Gujarat
5. Haryana
6. Himachal Pradesh
7. Jammu and Kashmir
8. Karnataka
9. Kerala
10. Madhya Pradesh
11. Maharashtra
12. Manipur
13. Meghalaya
14. Nagaland
15. Orissa
16. Punjab
17. Rajasthan
18. Sikkim
19. Tamil Nadu
20. Tripura
21. Uttar Pradesh
22. West Bengal

**Government of India
Fourth Central Pay Commission**

Report on Interim Relief

The terms of reference of the Commission were amended by Ministry of Finance, Department of Expenditure, Resolution No. 5(56)-E.III/83 dated February 16, 1985, by addition of a new sub-para (5) under para 2 of that Ministry's earlier Resolution of even number dated July 29, 1983. The purpose of the amendment was to enable the Commission to consider the demand for relief of an interim character and make its recommendations thereon.

2. The Commission has examined the question whether the need for consideration of relief of an interim character has arisen during the course of its deliberations and, for that purpose, it has considered the demands made in respect of it, after duly taking into account the interim relief which has been sanctioned by government in their O.M. No. 7(39)-E.III/83 dated August 2, 1983.

3. The structure of emoluments of Central government employees, personnel belonging to the All India Services, employees of Union Territories and of Armed Force personnel is based on the recommendations of the Third Pay Commission which took effect from January 1, 1973. Government have taken several steps to compensate its employees for increases in cost of living, and dearness allowance has been sanctioned to them from time to time. That has neutralised the persistent increases in cost of living at rates ranging from about 100 per cent at lower levels, to about 35 per cent at the highest level. The last instalment of dearness allowance compensated for price increase up to index level 568 of the 12 monthly average of the All India Consumer Price Index Number for Industrial Workers (1960 = 100). Dearness allowance paid up to index average of 320 has been treated as dearness pay with effect from January 31, 1982, for retirement benefits, house rent allowance and compensatory (city) allowance. Moreover, as has been stated, government have paid interim relief from 1.6.1983 to all its employees at rates mentioned in O.M. No.7(39)-E.III/83 dated August 2, 1983. Benefit of one increment has also been given to all Central government employees in Group 'B', 'C' and 'D' who have been stagnating or are likely to stagnate in future at the maximum of their pay scales for two or more years. Then in the budget speech of March 16, 1985, government have announced that the entire dearness allowance sanctioned up to average index level of 568 will be treated as pay for the purpose of retirement benefit to the Central Government employees retiring on or after March 31, 1985 and have, at the same time, removed the present ceiling of Rs.1500 per month on pension and increased the ceiling of Death-cum-Retirement gratuity from Rs.36,000/- to Rs.50,000/-. All this has benefitted the government employees. They have, however, been demanding relief of an interim character pending the report of the Commission, as they feel that the relief already granted is not enough. Demands of this nature have not only been made by the Staff Side of the National Council (Joint Consultative Machinery) but by other employees also.

4. The structure of emoluments of government employees deserves to be considered in the larger context of improving the efficiency and productivity in the functioning of the governmental machinery by providing a higher degree of motivation to the employees. So while the Commission is examining the entire structure of emoluments and conditions of service of Central government employees and hopes to complete task as early as possible, it feels that there is justification for grant of relief of an interim character.

5. After taking all relevant factors into account, the Commission recommends that all Central government employees, personnel belonging to All India Services, employees of Union Territories, and Armed Forces personnel, may be given interim relief at the rate of 10 per cent of basic pay subject to a minimum of Rs.50/- p.m. The expression *basic pay* may have the meaning given in F.R. 9(21) (a) (i), and non-practising allowance, wherever admissible to government doctors, may be included in that expression, but it may not include special pay, deputation pay, special allowance or any addition to pay under any other nomenclature. This interim relief may be paid with effect from March 1, 1985. It may be taken into account for determining the retirement benefits, but not for any other purpose.

6. The interim relief recommended above is estimated to cost about Rs.327 crores in a full year inclusive of expenditure on Armed Forces personnel and the employees in Union Territories.

Sd/-
Justice P.N. Shinghal
Chairman.

Sd/-
Prof M.V. Mathur
Member

Sd/-
J.P. Kacker
Member

Sd/-
Dr. Gopal Das Nag
Member

Sd/-
A.K. Majumdar
Member-Secretary

New Delhi, dated March 29, 1985.

CHAPTER 3

CIVIL EMPLOYMENT UNDER THE CENTRAL GOVERNMENT

3.1. We have examined in this chapter the trend of employment of civilian personnel under the central government including Union Territories. The total number of regular civilian employees under the central government (excluding Union Territories) has gone up from 17.37 lakh in 1957 to 29.82 lakh in 1971 and to 37.87 lakh as on January 1, 1984. The employment of civilian personnel in Union Territories went up from about 1.60 lakh in 1970 to about 2.25 lakh as on 1.1.1984. The table below gives details of the number of regular posts and their distribution in major departments of central government in 1957, 1971 and 1984 :-

Table I

Distribution of Posts by Major Departments

Ministry/Department	No. of regular posts (in lakh)			Percentage increase	
	1957*	1971*	1984**	In 1971* over 1957	In 1984 over 1957
Railways	9.97 (57.4)	13.99 (46.9)	15.05 (39.7)	40.3	7.6
Posts & Telegraphs	1.98 (11.4)	3.93 (13.2)	6.84 (18.1)	98.5	73.3
Defence	2.60 (15.0)	5.97 (20.0)	7.23 (19.1)	129.6	21.1
Others	2.82 (16.2)	5.93 (19.9)	8.75 (23.1)	110.3	47.6
Total	17.37 (100.0)	29.82 (100.0)	37.87 (100.0)	71.7	27.0

(Figures in brackets are percentages to total)

It will be seen that while regular civilian employment in central government rose by 71.7 per cent between 1957 and 1971, the growth during the years 1971 and 1984 was 27.0 per cent i.e. relatively slower than in the earlier period. The number of additional posts created during 1957 and 1971 was 12.45 lakh and during the period 1971-84 the additional posts created were 8.05 lakh. Of the 8.05 lakh additional posts created during the period 1971 to 1984, 1.96 lakh were in the Railways, 2.91 lakh in the P&T, 1.26 lakh in Defence and the remaining 2.82 lakh in

*Chapter 3 - Third Pay Commission Report

**Based on data furnished by ministries/departments.

other departments. The percentage increase in employment in Railways, P&T, Defence and other ministries was 7.6, 73.3, 21.1 and 47.6 respectively. Thus, the growth in the Department of Posts and Telegraphs was the highest, followed by that in other ministries/departments and Defence. The growth of employment in Railways at 7.6 per cent was the lowest.

3.2.Regarding the relative share of major departments in total central government employment, the table shows that Railways, which accounted for 57.4 per cent of the total employment in 1957, had a share of 46.9 per cent in 1971 and 39.7 per cent in 1984 respectively. On the other hand, the share of employment in the P&T steadily rose from 11.4 per cent in 1957 to 13.2 per cent in 1971 and to 18.1 per cent in 1984. The share of employment in other ministries/departments also showed a steadily increasing trend, the percentages for 1957, 1971 and 1984 being 16.2, 19.9 and 23.1 respectively. However, the Defence accounted for 15.0 per cent, 20.0 per cent and 19.1 per cent of total employment in the years 1957, 1971 and 1984 respectively, indicating that their share has more or less stabilised after 1971 even though the absolute number of Defence civilians has been increasing during this period.

3.3.The various posts under the central government are ordinarily classified into four groups as under :—

Sl. No.	Description of posts	Classification of posts
1	2	3
1.	Central civil posts carrying a pay or scale of pay with a maximum of not less than Rs.1300/-.	Group A
2.	Central civil posts carrying a pay or scale of pay with a maximum of not less than Rs.900/- but less than Rs.1300/-	Group B
3.	Central civil posts carrying a pay or scale of pay with a maximum of over Rs.290/- but less than Rs.900/-	Group C
4.	Central civil posts carrying a pay or scale of pay the maximum of which is Rs.290/- or less.	Group D

There are certain posts which have been categorised differently, for example, posts of postmen and stamp vendors in Postal Department, which are in the pay scale of Rs.210-290, have been categorised as group 'C' posts.

3.4. The groupwise distribution of posts between various departments at the time of the Third Pay Commission and in 1984 has been shown in Table II. It may be noted that prior to the Third Pay Commission, various posts in the central government were categorised into classes I, II, III and IV as against the present classification into groups 'A', 'B', 'C' and 'D' as recommended by that Commission. The two sets of classifications are not strictly comparable because the one existing in 1971 was based on the pre-revised scales of pay. Table II indicates the directional changes in groupwise distribution of posts between 1971 and 1984.

Table - II

Distribution of Posts by Groups and by Major Departments in 1971 and 1984

(Figures in hundred)

Group	Railways			P&T			Defence			Others			Total		
	1971	1984	Percent- age increase/ decrease	1971	1984	Percent- age increase/ decrease	1971	1984	Percent- age increase/ decrease	1971	1984	Percent- age increase/ decrease	1971	1984	Percent- age increase/ decrease
A	37 (0.3)	77 (0.5)	108.1	11 (0.3)	36 (0.5)	227.3	67 (1.1)	117 (1.6)	74.6	226 (3.9)	450 (5.2)	99.1	341 (1.2)	680 (1.8)	99.4
B	38 (0.3)	36 (0.2)	-5.3	30 (0.8)	99 (1.5)	230.0	63 (1.1)	88 (1.2)	39.7	330 (5.7)	577 (6.7)	74.8	461 (1.6)	800 (2.1)	73.5
C	5914 (42.2)	8144 (54.2)	37.7	3081 (79.5)	5410 (79.6)	75.6	2336 (39.1)	3419 (47.3)	46.4	4119 (71.1)	5896 (68.7)	43.1	15450 (52.1)	22868 (60.7)	48.0
D	7997 (57.2)	6790 (45.1)	-15.1	751 (19.4)	1247 (18.4)	66.0	3506 (58.7)	3611 (49.9)	3.0	1121 (19.3)	1661 (19.4)	48.2	13375 (45.1)	13309 (35.4)	-0.5
Total	13986 (100.0)	15047 (100.0)	7.6	3873 (100.0)	6792 (100.0)	75.4	5972 (100.0)	7235 (100.0)	21.1	5796 (100.0)	8584 (100.0)	48.1	29627 (100.0)	37657 (100.0)	27.1

Note:- 1. Does not include unclassified categories.

2. Figures in brackets are percentages to total.

3.5. It will be seen that the number of group 'A' posts in 1984 was almost twice the number in 1971. Departmentwise analysis shows that the number of group 'A' posts in Railways and in other ministries/departments more than doubled during the period 1971 to 1984 while the increase in P&T was more than 200 per cent. The increase of 74.6 per cent in the case of Defence was somewhat lower. The number of group 'B' and 'C' posts in central government as a whole, during this period, also increased by 73.5 and 48.0 per cent respectively. In absolute terms, while majority of the increase in group 'B' posts was accounted for by the increase in other ministries/departments, P&T accounted for the major increase in group 'C' posts, followed by Defence. However, the maximum percentage increase in both group 'B' and 'C' posts was registered by P&T, and the minimum by Railways. It will appear from Table II that the number of group 'D' posts registered a marginal decline (by half a per cent) during the years 1971 and 1984. In absolute terms, there were about 6,600 fewer group 'D' posts in 1984 than in 1971. In spite of an overall reduction in group 'D' posts, the number of such posts in P&T and other ministries registered sizeable increase of 66.0 per cent and 48.2 per cent respectively. The increase in group 'D' posts for Defence was 3 per cent. However, these increases (steep in the case of P&T and other ministries and marginal in the case of Defence) were more than offset by substantial decrease in the number of group 'D' posts under the Ministry of Railways, primarily due to reviews of group 'C' and 'D' cadres between 1971 and 1984. These reviews resulted in large scale conversion/upgradation of group 'D' posts into group 'C'.

3.6. The central government departments also employ non-regular staff e.g. workcharged staff, casual workers, part-time and contract employees, as well as other non-classified staff paid from contingencies. These have not been included in the data given in Table II. In 1984, the number of such non-regular employees was 4.78 lakh, out of which casual workers, who were mostly engaged on group 'D' jobs, were 2.65 lakh. Railways employed the maximum number of casual workers followed by P&T, the numbers being 1.43 lakh and 0.76 lakh respectively. The remaining departments employed relatively fewer casual workers.

3.7. The increase in the number of groups 'A', 'B' and 'C' posts, for all the central government departments taken together, was 99.4 per cent, 73.5 per cent and 48.0 per cent respectively in 1984 over 1971. However, there was a 0.5 per cent decline in group 'D' posts. The additional posts at higher levels were thus created at a much faster rate than at the lower levels. It may be mentioned that the above trend was observed in all the major departments except Railways during 1971-1984. Similar trend for overall growth of groupwise posts was observed by the Third Pay Commission also.

3.8. Relatively, creation of more senior and middle level posts as compared to lower level posts has resulted in progressively increasing share of these posts in total employment. Table II shows that groups 'A', 'B' and 'C' posts accounted for 1.8, 2.1 and 60.7 per cent respectively of the total central government posts in 1984, while corresponding shares of these categories in 1971 was only 1.2, 1.6 and 52.1 per cent respectively. As a consequence, the proportion of group 'D' posts to the total posts declined from 45.1 per cent in 1971 to 35.4 per cent in 1984. The above trend depicting increased share of posts in groups 'A', 'B' and 'C' in the total employment was noticed in almost all the major departments.

3.9. Of the total of about 68,000 group 'A' posts, as many as 31,825 were encadred in various organised services other than the three all-India services. There has, however, been an increase in the number of organised services. The number of group 'A' services (including the all-India services) in 1984, was 49 as against 30 in 1971. Some of these services are small in size. For example, the Indian Salt Service has a strength of 11 and Central Legal Service of 70 posts. In fact there are only 20 services with a cadre strength exceeding 500. While all the engineering services taken together have a strength of about 10,000 i.e. 15.0 per cent of the total group 'A' posts, the group 'A' central services (recruited through Civil Services examinations) account for about 9,000, i.e. 13.4 per cent of group

'A' posts. The cadre strength for the Indian Economic Service and Indian Statistical Service is about 600 and 560 respectively. The Central Health Service has a cadre strength of about 3500.

3.10. Officers of all-India services work both under the central government and the governments of the States to which they are allotted. A central deputation quota is provided in each all-India service. Table III below gives the authorised strength, the central deputation quota and the number of officers actually on deputation to the central government in respect of the all-India services as on January 1, 1984.

Table III

Strength of the all-India services on January 1, 1984

Service	Authorised strength	Central deputation reserve	Number of deputation to central government
Indian Administrative Service	5047	948	711
Indian Police Service	2679	538	411
Indian Forest Service	2006	216	93

3.11. Of the total central government employees numbering about 37.9 lakh in 1984, 29.1 per cent were in administrative, technical, professional and clerical groups. In 1971, the above categories constituted 24.8 per cent of the total employment. The distribution of posts in the different groups was as follows in 1984 :-

Table IV

Group	Number	Percentage of total
1. Administrative	28120	0.7
2. Technical and professional (engineers, doctors, scientists, etc.)	373493	9.9
3. Clerical including supervisory (storekeepers, accounts clerks, etc.)	701346	18.5
4. Production process workers (industrial)	905515	23.9
5. Others like transport and communication workers, production and related workers in non-industrial establishments and unskilled workers.	1778594	47.0
Total	3787068	100.0

There were 9.06 lakh industrial workers accounting for about 24 per cent of the total employment. Of these, 22 per cent belonged to the unskilled category, 22 per cent to the semi-skilled, 36 per cent to the skilled and the remaining 20 per cent to the highly skilled category. The percentage of unskilled, semi-skilled, skilled and highly skilled categories amongst the industrial workers in 1971 was 27, 24, 39 and 10 respectively. This indicates that there has been a shift towards highly skilled workers between 1971 and 1984.

3.12. Over 90 per cent of the industrial workers were employed in Railways and in Defence establishments. The table below gives the changes, between 1971 and 1984, in the number of industrial workers employed in the major departments.

Table V
Distribution of Industrial Workers by Major Departments

(figures in '000)

Ministry/Department	1971	1984
Railways	361 (50.4)	491 (54.2)
P&T	6 (0.8)	12 (1.3)
Defence	310 (43.3)	351 (38.7)
Others	39 (5.5)	52 (5.8)
Total	716 (100.0)	906 (100.0)

3.13. Industrial workers are employed either in workshops or in Railway sheds or as artisans. The groupwise distribution of industrial workers by the type of employment is shown below :-

Table VI
Groupwise distribution of industrial workers by type of employment

Group	Workshop	Artisans	Working in Railway Shed	Total industrial worker
'C'	301608	141228	74532	517368
'D'	199181	141321	26212	366714
Others	21206	191	36	21433
Total	521995	282740	100780	905515

3.14. As mentioned earlier, group 'C' and group 'D' employees taken together numbered 36 lakh i.e. 96.1 per cent of the total central government posts as on January 1, 1984. A large number of employees belonged to common categories like peons, chowkidars, sweepers, lower division clerks, etc. The common categories with sizeable numbers were (i) peons/messengers, etc. (1.01 lakh), (ii) chowkidars/watchmen (43615), (iii) mazdoors/labourers/lascars/badge/box boys, etc. (140830), (iv) sweepers/cleaners/safaiwalas (92620). The above four categories accounted for 28.4 per cent of group 'D' posts. There were posts peculiar to some departments such as gangmen/gangmates, etc. in Railways, numbering 1.44 lakh and khalasis (predominantly employed by Railways) numbering 1.97 lakh. There were 1.63 lakh postmasters and postmen, etc. employed in P&T. Police personnel like constables, rakshaks, police inspectors were over 3.58 lakh. Lower division clerks, upper division clerks, commercial clerks and other clerical categories were about 2.96 lakh. As was observed by the Third Pay Commission, the above data showed that the bulk of the central government employees continued to be engaged in the provision of services in the transport and the communication sectors and in maintaining law and order.

3.15. The proportion of permanent posts in the central government has continued to rise during the period 1971-84. The permanent posts constituted 67.4 per cent of the total in 1957, 74.9 per cent in 1971 and 80.8 per cent in 1984. The comparative position of permanent and temporary posts in major organisations under the central government for the years 1971 and 1984 has been summarised in Table VII.

TABLE VII

Distribution of permanent and temporary posts by major departments

Ministry/ Department	1971			1984				
	Permanent	Temporary	Total	Permanent	Temporary	Total Filled	Percentage of filled in posts in posts to Total	
Railways	12.445 (89.0)	1,542 (11.0)	13987	13918 (92.5)	1128	15047	14148	94.0
Posts & Telegraphs	3098 (78.7)	836 (21.3)	3934	5107 (74.7)	1728 (25.3)	6835	6369	93.2
Defence	3126 (52.4)	2845 (47.6)	5971	5153 (71.2)	2082 (28.8)	7235	6291	86.9
Others	3659 (61.8)	2266 (38.2)	5925	6409 (73.2)	2344 (26.8)	8753	7636	87.2
TOTAL:	22328 (74.9)	7489 (25.1)	29817	30589 (80.8)	7282 (19.2)	37871	34444	91.0

It will be seen that in 1984, the percentage of permanent posts was the highest in the Railways followed by P&T and other ministries. It was the lowest in defence although the percentage of permanent posts in defence went up from 52.4 per cent in 1971 to 71.2 per cent in 1984.

3.16. The previous Pay Commissions rationalised the pay structure by bringing down the number of pay scales., but the proliferation of pay scales continued. Several pay scales were created in between the constitution of the different Pay Commissions. For example, the Second Pay Commission recommended 140 pay scales but there were 536 pay scales in existence at the time of the Third Pay Commission. The Third Pay Commission rationalised and classified all posts in 80 scales. However, we find that at least 70 more scales have been introduced after the Third Pay Commission's report. Even so, the basic pay structure has been maintained in as much as about 97.8 per cent of the posts in central government and Union Territories (excluding UT of Chandigarh) continue to be in the scales introduced on the basis of recommendations of that Commission.

3.17. A list of scales of pay having 1,000 posts or more under central government and UT and introduced on the basis of the recommendations of the Third Pay Commission is given in Table VIII.

Table VIII*

Distribution of posts in major scales of pay i.e. scales with more than 1000 posts each (as on January 1, 1984) introduced on the basis of the recommendations of the Third Pay Commission

S.No.	Scale of Pay (Rs)	No. of posts
1.	196-3-232	697947
2.	200-3-212-4-240	42487

*Based on data furnished by ministries/departments and union territory administrations.

<u>S.No.</u>	<u>Scale of Pay (Rs)</u>	<u>No. of posts</u>
3.	200-3-206-4-250	226054
4.	210-4-250-5-270	469523
5.	210-4-250-5-290	204847
6.	225-5-260-6-308	75651
7.	225-5-260-6-326-8-350	3701
8.	260-6-326-8-350	121277
9.	260-6-326-8-390-10-400	529372
10.	260-8-340-10-430	26836
11.	260-8-340-10-360-12-480	138611
12.	290-6-326-8-350	25700
13.	290-6-326-8-390-10-400	14122
14.	320-6-326-8-390-10-400	14414
15.	330-8-370-10-480	18170
16.	330-10-380-12-500-15-560	310096
17.	380-12-500-15-530	1070
18.	380-12-500-15-560	129852
19.	380-12-440-15-560-20-640	6330
20.	425-15-560-20-600	18359
21.	425-15-560-20-640	117599
22.	425-15-560-20-700	150995
23.	425-15-560-20-700-25-750	10346
24.	425-15-560-20-700-25-800	41827
25.	455-15-560-20-700	25441
26.	470-15-530-20-650-25-750	8290
27.	550-20-650-25-700	7662
28.	550-20-650-25-750	57252
29.	550-20-650-25-800	2473
30.	500-20-700-25-900	19550
31.	550-25-750-30-900	42261
32.	650-30-740-35-880-40-960	3401
33.	650-30-740-35-880-40-1040	7245
34.	650-30-740-35-880-40-1200	43173
35.	700-30-760-35-900	25591
36.	775-35-880-40-1000	1077
37.	840-40-10405959	
38.	840-40-12007056	
39.	700-40-1100-50-1300	24477
40.	700-40-1100-50-1600	2247
41.	1100-50-160022606	
42.	1100-50-1500-60-1800	1360
43.	1200-50-16001394	
44.	1200-50-17001498	
45.	1500-60-1800-100-2000	8947
46.	1800-100-2000-125/2-2250	1397
47.	2000-125/2-2250	1151
48.	2500-125/2-2750	1214

Total number of posts in 48 scales

3917915

Union Territories

3.18. There are nine Union Territories viz. Andaman and Nicobar Islands, Arunachal Pradesh, Chandigarh, Dadra and Nagar Haveli, Delhi, Goa, Daman and Diu, Lakshadweep, Mizoram and Pondicherry. Comparable data on total employment in Union Territories for the years 1971 and 1984 are not available primarily because the number of Union Territories has changed. On the basis of the information given in the report of the Third Pay Commission, it is estimated that the number of posts in the above mentioned 9 Union Territories would have been around 1.60 lakh in the middle of 1970. As against this, the total number of posts in all Union Territories as on January 1, 1984 was about 2.25 lakh. Thus employment in Union Territories has gone up by approximately 41 per cent between 1970 and 1984. Of the 2.25 lakh posts, about 4 per cent were in the industrial category. While groups 'A' and 'B' posts accounted for 1.7 and 3.0 per cent of the total employment, 69.2 and 26.0 per cent of the total posts were in groups 'C' and 'D'. The percentage of group 'D' posts in the Union Territories was lower than in the central government. Temporary posts in Union Territories were about 40.0 per cent of the total; which was more than in the central government.

3.19. We have left Chandigarh out of our consideration in view of the policy announced by the central government to transfer Chandigarh to Punjab.

CHAPTER 4

ECONOMIC BACKGROUND

4.1. We are required to make our recommendations having regard, among other relevant factors, to economic conditions in the country, the resources of the central government and the demands thereon, such as those on account of developmental planning, defence and national security. At present, the economy appears to be in reasonably good shape. The long term perspective for the economy is also encouraging. In this chapter we shall first review the performance of the economy during the Sixth Plan period and then deal with long term trends in the economy with emphasis on the anticipated growth during the Seventh Five Year Plan, trends in the wage bill and financial resources of the central government.

4.2. The performance of the Indian economy during the Sixth Plan (1980-81 to 1984-85) can be regarded as very satisfactory, notwithstanding the fact that the Plan started in a rather difficult situation with a low economic base. During the year 1979-80, which was the base for the Sixth Five Year Plan, both food and agricultural production had dropped from the previous levels by 16.8* per cent and 15.2* per cent respectively. Industrial production had registered a negative growth rate of 1.4* per cent in that year. As a result, the Gross National Product (GNP) in 1979-80 fell by 4.7 per cent. Further, the Plan had begun on a highly inflationary condition with the wholesale price index having gone up by 21.4 per cent in 1979-80.

4.3. During the Sixth Five Year Plan, the average rate of growth for the agricultural sector was 4.3** per cent per annum as against the target of 3.8 ** per cent per annum. In contrast, the industrial sector grew at the rate of 3.7** per cent per annum only as against the anticipated growth rate of 6.9** per cent per annum. The performance of other sectors was better than anticipated. The shortfall in the growth of the industrial sector was made up by the agricultural and other sectors and thus the overall growth was at the anticipated rate of 5.2* per cent per annum. Since the economy on a long term basis has been growing at only 3.5 per cent per year, the performance of the Sixth Plan should be considered a distinct improvement over the past long term performance.

4.4. Within the agricultural sector, the production targets were achieved for most crops and there was no serious shortfall in the production of foodgrains. The average annual production of rice and wheat during the Sixth Plan was 55** and 41** million tonnes respectively which was 14** and 31** per cent higher than the average annual production of these two crops during the Fifth Five Year Plan period. The average production of pulses also showed some improvement.** A notable feature of agricultural development is the dampening of the adverse effect of inclement weather on agricultural output. However, even now agricultural output fluctuates very significantly from year to year mainly due to its continued dependence on weather. The main reason for shortfall in the industrial production appears to be, as in the previous plans, shortage of power and key inputs. However, the crude oil production in the country has increased from 11.8*** million tonnes in 1979-80 to 29 *** million tonnes in 1984-85 leading to substantial cuts in the imports of crude oil and a saving in foreign exchange.

4.5. As mentioned earlier, the Sixth Plan had begun in a difficult situation. The shortfalls in output and income during 1979-80 had brought down the saving rate from 24.7 per cent in 1978-79 to 23.0 per cent in 1979-80. This rate did not touch the 1978-79 level throughout the Sixth Plan period. As a

* *Seventh Five Year Plan Vol.1, Chapter 1, Table 1.1 p.1.*

** *Based on Economic Survey 1985-86, Chapter 2, Table 2.1 p.6*

*** *Economic Survey, 1985-86, Chapter 3, Table 3.5, p.24 Economic Survey Appendix Table 1.3 p.107.*

result, neither the total investment nor the public sector outlay targets were achieved. The proportion of tax revenue to Gross Domestic Product (GDP) varied between 15.6 to 16.7 per cent between the years 1980 and 1985.* On the other hand, the government had to provide for subsidies and interest payments at increasingly higher rates than ever before. It is remarkable that despite the shortfall in investment, the physical targets in all the sectors except the industrial sector were exceeded and the overall economy grew at the anticipated rate.

4.6. The scenario with regard to the balance of payments and trade deficits was rather discouraging throughout the Sixth Plan period. Although foreign exchange reserves including gold and Special Drawing Right have increased from Rs.5918** crore in 1979-80 to Rs.7208** crore in 1984-85, the rise was mainly on account of a big International Monetary Fund (IMF) loan. There have been trade*** deficits in all the years of the Sixth Plan but the redeeming feature has been that these deficits have not grown in absolute terms and have therefore actually declined as a percentage of GDP.

4.7. The wholesale price index between the years 1971-85 rose at an average rate of 9.3 per cent per year. In contrast, the rise in this index during the last four years or the Sixth Five Year Plan at 7.1 per cent per annum was significantly lower. In the year 1985-86 the wholesale price index rose even at a slower rate of 5.7 per cent. Although the rising price spiral seems to have been arrested, poverty and unemployment continue to be the bane of Indian economy. According to the Planning Commission, the percentage of population below the poverty line has declined from 48.3 in 1977-78 to 36.9 per cent in 1984-85*. However, the number of people below the poverty line was estimated at about well over 273 million in 1984-85 and this number is expected to be at least 210 million even in 1989-90.** Employment in the organised sector has increased on an average by less than 2** per cent per annum during the Sixth Plan. However, public sector has witnessed a faster growth of employment, the figure being 3** per cent per annum. The most disturbing feature of the employment scene is that growth in the number of jobs in the private sector has been very minimal. The sector employed 72.3** lakh persons in 1980 and just about one lakh more, i.e., 73.4** lakh in 1984. The dismal growth of employment in the organised private sector is a matter of serious concern since it puts extra burden on the public sector to absorb the additional manpower.

4.8. We have noted that the economy has performed well in the Sixth Plan. We shall now review the long term trends in the economy relating to national income, employment and prices.

4.9. The data on growth trends in real national income, per capita national income, agricultural production and industrial production are given in annexe 4.1. It is seen from this annexe that the long term rate of growth of real national income for the period 1951-1985 has been 3.8 per cent per annum. For the period 1970-85, the rate is a little higher at 4.0 per cent per annum. However, there have been considerable variations in growth rates between different plans. Growth rates of agricultural and industrial productions also varied widely between plans. While the Sixth Plan performed best in terms of agricultural production, its performance in industrial production has been very poor. It is often held that slow agricultural growth is a constraint to faster industrial growth due to both forward and backward linkages between the two. During the last two plans, the agricultural growth rates have been quite good and yet the industrial growth rate continues to be much below potential.

4.10. Although the long term growth rate of real national income is quite impressive, the per capita real income has increased only modestly, by about 1.5 per cent per annum. The main reason for this is the high growth rate of population. With such low rate of growth of per capita real income, the trickle-down effect of growth on poverty would be very little, and therefore the incidence of poverty continues to be very high even now.

* *Economic Survey, 1985-86 Chapter 6, Table 6.2, p.64* ** *Economic Survey, 1985-86, Appendix, Table 6.1, p.157*

*** *Economic Survey, 1985-86, Appendix, Table 6.2, p.158* See Annex. 4.2.

* *Seventh Five Year Plan, Vol.1, Table 3.6, p.33*

*** *Economic Survey 1985-86, Appendix Tables 3.1 & 3.2 pp.141-143.*

4.11. The differential growth of various sectors has changed the composition of GDP. The agriculture sector contributes less to GDP now and the contribution of other sectors e.g. industries and services sectors has steadily grown. Although the share of agriculture in GDP has declined considerably over the years, agriculture continues to be the most crucial sector in the economy. The success of agriculture is required not only for growth of GDP but also for stabilising prices and providing increased employment. It has been observed that the behaviour of general price level depended critically on relative supply-demand position of agricultural goods in general and of foodgrains in particular. Agriculture also provides raw materials for many consumer goods industries, e.g. jute, sugar, cotton textiles, vegetable oils, and tobacco. A notable feature of the Indian economy is that even though share of agriculture in GDP has fallen from 60 to 35* per cent between the First and the Sixth Plans, there has been no corresponding shift in occupational pattern. The census figures show that the share of agriculture in total employment has been virtually stable around 70 per cent throughout the planning era. The relatively slow growth of non-agricultural employment has led in recent years to special emphasis on employment generation in agricultural sector through employment programmes like Integrated Rural Development Programme and National Rural Employment Programme. It is estimated that the bulk of the additional employment created in the Sixth Plan was in agricultural and allied activities. The Seventh Plan also aims at a similar strategy of employment generation.

4.12 The long term behaviour of employment in organised sector shows wide table below that employment in the public sector has grown much faster than the private sector. Between the years 1961 and 1984, total employment in the public sector has been more than doubled from 71 lakh to 169 lakh. In the organised private sector, employment during this period has grown less than 50 per cent from 50 to 73 lakh. As a result of this differential rate of growth, the share of public sector employment in the organised sector has increased from less than 60 per cent in 1961 to more than 70 per cent in 1984. As mentioned earlier, the slow growth of employment in the private sector puts increased pressure on the public sector to generate extra jobs.

Table showing employment in organised sector
(Lakh of persons as at the end of March)

Sector	1961	1966	1971	1976	1981	1984
<i>Public</i>						
Industry*	13	19	23	34	41	44
Social and Community Services	37	50	56	66	74	80
Others	21	25	28	33	40	45
Total	71	94	107	133	155	169
<i>Private</i>						
Industry*	39	47	45	44	48	47
Social and Community Services	3	8	10	11	12	13
Others	8	13	12	13	14	13
Total	50	68	67	68	74	73

4.13. The indices of whole sale prices with 1970-71 base and of All India Consumer Price Index Number for Industrial Workers (CPI) also converted to 1970-71 base (actual base being 1960=100) are given in annexe 4.2 for the years 1970-71 to 1985-86. The increase in wholesale price index (WPI) during the period under review works out to an average of 9.3 per cent per annum. Steep rise in this index was observed in 1973-74 and 1974-75. The rise in the wholesale prices over the previous years was 20.2 per cent and 25.2 per cent

*Based on data in different issues of National Accounts Statistics, published by Central Statistical Organisation.

*Includes mining, manufacturing, electricity, construction and water.

Source: Government of India-Economic Survey, 1977-78 and 1985-86 Appendix Table 3.1 and 3.2 (pp.142 and 143).

respectively. The increasing price spiral had taken a pause, in fact it moved downward, in the year 1975-76. In general, the rise in prices was rather low in the subsequent three years as well with no change in prices in the year 1978-79. Nonetheless, the annual average growth rate of wholesale prices in the quinquennium 1975-80 was about 4.7 per cent. In the next quinquennium 1980-85, the price rise was even higher at 9.3 per cent. However, this large figure is attributable to a heavy rise in WPI in the very first year of the Sixth Five Year Plan, viz, 1980-81. There is evidence that inflation is being contained within reasonable limits since 1981. The average price rise during the years 1981-85 works out to 7.1 per cent. According to current estimates the price rise or the rate of inflation is expected to stabilise between 5-6 per cent per annum.

4.14. Annexe 4.2 also contains data on average CPI together with the number of instalments of dearness allowance (DA) that became due in various years. It is to be noted that while the inflation rate in 1981-82 was drastically lower than in the previous year (9.3 per cent as against 18.2 per cent), the CPI increased at a faster rate than in the previous year (12.5 per cent against 11.4 per cent). Similarly, in the year 1982-83, while the inflation rate again dropped steeply (from 9.3 per cent in 1981-82 to 2.6 per cent in 1982-83), the rate of increase in CPI did not come down very much. Also, we find that even during the four years 1981-85 when the average price rise was 7.1 per cent per annum, there were 22 instalments of D.A. We have to guard against such a situation during the Seventh Plan period.

4.15. The Seventh Plan aims at a macro growth target of 5* per cent per annum. With population growing at 1.9** per cent per annum, the per capita real income is expected to rise by about 3.0 per cent per annum. This is in line with the growth rate achieved in the Sixth Plan and well above the long term growth rate. Agricultural output in the Seventh Plan is expected to grow at more or less the same rate as actual growth in the Sixth Plan. Industry and infrastructural facilities are, however, projected to grow much faster than actual rates in the Sixth Plan. The Seventh Plan lays special emphasis on generation of productive employment, particularly in the rural sector. Employment is stipulated to grow at 4.0*** per cent per annum which is more than one and a half time the rate of growth of labour force of 2.6*** per cent per annum. Employment generation, particularly among poor households, would increase demand for food and other mass consumption goods much more rapidly than before. It is imperative that the supply of foodgrains and other wage goods increases in relation to demand, so that inflation is contained.

4.16. It is too early to judge the progress of the Seventh Plan. According to Government of India's, Economic Survey, 1985-86 "The year 1985-86 has seen a successful start to the Seventh Five Year Plan". £ The Survey indicates about 4.5 to 5.0* per cent rate of growth of GNP at 1970-71 prices, which is consistent with the Seventh Plan objectives. Agricultural production is expected to be 3.0* per cent above last year, and the industrial production is showing a substantial increase in rate of growth - from 5.5* per cent average rate of growth in the Sixth Plan to 6.6* per cent in 1985-86. In the first ten months of the year 1985-86 the increase in wholesale prices has been the lowest for the last seven years. Another notable achievement of the year is the sharp rise in tax revenues and particularly direct tax revenue which has been sluggish during the past several years. The growth rate in most of the key infra-structural sectors is higher in 1985-86 than in the previous years, and substantially higher than the average annual growth rate recorded in the Sixth Plan. The improvement in thermal (including nuclear) power generation has been quite spectacular, with a growth rate of 15.5** per cent in April - December, 1985 over the corresponding period in 1984. Movement by railways has shown a very high growth rate this year with revenue earning goods traffic increasing by 9.1** per cent (April-December 1985 over the corresponding period in 1984) which is more than twice the annual average growth rate in the Sixth Plan. Position in regard to food-stocks is quite comfortable and this would provide adequate opportunities to expand anti-poverty programmes, and also serve as a valuable hedge against inflationary pressures in the economy.

* *Seventh Five Year Plan Vol. 1 paragraph 3.17, p.25*

*** *Seventh Five Year Plan Vol. 1 paragraph 3.29, p.33.*

* *Economic Survey 1985-86, Chapter 1, p.1*

** *Seventh Five Year Plan Vol. 1 Table 2.1, p.11.*

£ *Economic Survey 1985-86, Chapter 1, p.1*

** *Economic Survey 1985-86, Table 3.1, p.19.*

4.17. The available information suggests that the economy is now poised for a medium-term growth at 5.0 per cent per annum. Since the agricultural cycles are now dampened, the growth will be relatively more steady than before. The comfortable food stock with the government together with the falling price of petroleum products in international market would contain the growth of price level in the economy, and hence the inflation rate may not exceed tolerable limit of 5-6 per cent per annum. Since the infra-structural sector is currently growing at a healthy rate, the manufacturing output growth rate should also pick up and achieve the target level in the near future. There are, however, a few critical problems such as stagnancy of domestic savings and investment rates, and unfavourable balance of trade. These problems will need to be tackled effectively both through incentives and better management.

4.18. During the year 1985-86 a number of major policy initiatives were taken to boost economic growth, re-vitalise industry and provide a new direction to fiscal policy. The aim of these policies is to modernise industry, upgrade technology and introduce an element of competition in the domestic market. The industrial licensing policy was simplified, the restrictions on the expansion of capacity were lifted and the assets limit for coverage under Monopolies and Restrictive Trade Practices (MRTP) Act was raised. The long term fiscal policy was announced with the intention of stabilising personal income tax and wealth tax rates. The long term fiscal policy has also proposed modification in indirect tax structure, some of which have already been introduced in 1986-87 budget for the central government. It is too early to assess the overall impact of all these policies. Much would depend on how these policies are actually implemented. If the avowed stress on improving productivity and efficiency materialises, the economy is bound to grow faster than before.

4.19. The civilian employment in the central government has gone up from about 30 lakh in 1974-75 to about 36.9 lakh in 1984-85, thus registering an increase of 23.0 per cent during the aforementioned span of eleven years. During the same period, the wage bill for the civilian employees of the central government registered an increase of 216.3 per cent, from Rs. 1468 crore in 1974-75 to Rs. 4644 crore in 1984-85. The differential in the two growth rates can be attributed to improvement in the wage levels effected by payment of additional dearness allowance instalments from time to time, annual increments and consequential increase in allowances.

4.20. Several associations/unions including the staff side in the National Council (JCM) have, in their memoranda to the Commission, drawn attention to the declining ratios of wage bill of the central government to total revenue receipts/expenditure and have argued that there is scope for raising wage levels of central government employees without placing an undue strain on the finances of the government. We find from annexe 4.3 that the ratio of wage bill to revenue expenditure has, by and large, been declining ever since 1960-61. This appears to be a natural tendency in a developing economy actively involved in large scale programmes for building up infrastructural facilities and providing for expanding social and community services as well as economic services. Commitments on account of defence requirements have also been inevitable. All this necessarily implies that revenue expenditure would grow at a faster pace and the ratio of wage bill to total revenue expenditure would decline.

4.21. The Third Pay Commission had also examined the progression in real emoluments from the year 1960 to the year 1972 for a few selected categories of employees and had shown that while real emoluments of a peon in 1972 were higher by 5 per cent as compared to the real emoluments in 1960, the real emoluments of all other categories of employees had eroded-the severity of erosion increasing at higher levels. Their analysis was carried out using the fixed basic pay for each of the different categories of employees.

4.22. The real income of government employees depends on basic pay, increments, promotions, income-tax liability, if any, and of course, on changes in price level. In annexe 4.4, we have given trends in emoluments of a few categories of employees on the assumption that each one of them started his career on April 1, 1973, at the minimum basic pay and earned normal increments in the scale of pay. The movement of CPI and per capita net national product (NNP) at current prices are also given there. It is seen that increase in emoluments for all categories of employees upto the level of section officer has taken place at a rate higher than the rates of increase in both the CPI and per capita NNP. While during the years 1973-74 to 1985-86, the growth in CPI and per capita NNP has

been 148.0 and 177.5 per cent respectively, the emoluments of peon, lower division clerk, assistant and section officer have increased by 263.3, 271.2, 259.5 and 279.0 per cent respectively. The group 'A' officers in the junior time scale of pay (Rs.700-1300) would also be similarly placed. Even at the level of minimum emoluments, i.e. Rs. 196 per mensem the growth during this period has been 209.7 per cent. In other words, these employees have not only been compensated for increases in price level but have also received more than average increase in per capita real incomes. The categories of peon, lower division clerk, assistant and those in equivalent scales of pay account for 94.4 per cent of total civilian central government employees. In the normal course, these employees are not subject to any income tax. The employees in higher pay-scales upto the junior time scale 'A' level account for an additional 4.4 per cent of civilian central government employees and most of them are subject to marginal income tax.

4.23. In annexe 4.5, we have given similar analysis for selected categories of posts at senior level. Pay scales for these categories cover a span of not more than 11 years; the two top categories are on fixed pay. During the years 1973-74 to 1985-86, the emoluments inclusive of increments (wherever applicable) of Director, Joint Secretary, Additional Secretary and Secretary rose by 123.3, 122.0, 94.2 and 82.1 per cent respectively as against rise in CPI and per capita NNP of 148.0 and 177.5 per cent respectively. The group 'A' officer in the senior time scale was also in a similar situation for most of these years. All these officers are normally subject to income tax. Appropriate steps to remedy the situation are therefore warranted. Officers belonging to categories senior class I and above account for 1.2 per cent of total civilian central government employees.

4.24. We have already noted that the economy has made considerable progress during the last six or seven years and is now well poised for stable growth in real income at about 5 per cent per annum. However, the Sixth Plan faced somewhat of a resource crunch and the government during that period had to resort to additional market borrowings and additional resource mobilisation of higher magnitudes than originally envisaged. Even so, the uncovered gap or deficit was substantively higher than anticipated. The primary reasons for this large deficit appear to be increased expenditure on revenue account and shortfalls in contributions of public enterprises. The increased attention that had to be paid to law and order situation and defence preparedness aggravated the resource position in the Sixth Plan. These factors continue. We shall examine in this section the pattern of financing of the Sixth and the Seventh Plans with a view to assessing the resource availability for incurring extra expenditure on account of our recommendations. The scheme of financing for the two plans is presented in annexe 4.6.

4.25. It may be seen therefrom that balances from current revenues at 1979-80 rates which were expected to contribute Rs. 14,478 crore to the Sixth Plan financing are estimated to have contributed only Rs. 1,893 crore. The government took all possible steps to meet the gap through additional resource mobilisation which contributed Rs.32,970 crore to the Sixth Plan financing in contrast to the anticipated figure of Rs. 21,302 crores. In spite of steep increase in additional resource mobilisation, the government had to take recourse to heavier doses of deficit financing-Rs. 15,684 crore as against the original estimate of Rs. 5000 crore. Increased resort had to be taken to market borrowings as well. The three items, viz., additional resource mobilisation, deficit financing and market borrowings put together contributed 64 per cent of the Sixth Plan outlay. The Seventh Plan envisages to raise resources from these items at slightly lower levels, the anticipated percentages being 24.8, 7.8 and 17.0 respectively i.e. 49.6 per cent of the Seventh Plan outlay. We do not visualise any particular difficulty in these targets being met.

4.26. An analysis of central budget reveals that revenue expenditure of central government has exceeded the revenue receipts since the year 1979-80 vide annexe 4.7 and hence there is no room for financing the Plan from this source. In fact, market borrowings and deficit financing have to be resorted to meet even the revenue expenditure of central government. The market borrowings together with external loans are rising at such a rapid rate that interest liabilities now constitute the second largest item of expenditure. During the decade 1975-85, the interest payments have risen almost five-fold, from Rs. 1,228 crore in 1975-76 to Rs. 5,974 crore in 1984-85. The interest payments have increased during the decade under reference by 386 per cent. In contrast, revenue expenditure grew by 288 per cent, and the total expenditure by 264 per cent during the same period.

In the Seventh Plan period, the interest payments have been put at Rs. 46,222 crore which will make it the largest single item of expenditure. The increasing reliance on borrowing for plan financing can lead to serious budgetary problems in future.

4.27. Apart from interest payments, two major items of revenue expenditure contributing to its faster growth vis-a-vis growth in revenue receipts are expenditures on defence and subsidies. The defence expenditure on revenue account has increased from Rs. 2251 crore in 1975-76 to Rs. 6399 crore in 1984-85 i.e. by about 184 per cent. As things stand at present, there does not appear to be any scope for pruning the size of our defence expenditure. Subsidies on food, indigenous fertilisers and loans to weaker sections were earlier anticipated to cost the exchequer an amount of Rs. 2,517* crore in 1985-86 but according to revised estimates, the expenditure on these subsidies has gone up to Rs. 3,586* crore. In the year 1986-87 the subsidies on these three items will involve an expenditure of Rs. 3,737* crore. In view of large investments in the agricultural sector and also because agricultural incomes are tax exempt, there may be a case for effecting reduction in food and fertiliser subsidies.

4.28. We have noted earlier that the targets set by the Seventh Five Year Plan for raising resources through additional resource mobilisation, market borrowings and deficit financing appear reasonable. The pattern of financing of the Seventh Five Year Plan projects that there will be a shortfall on the current revenue account by an amount of Rs. 5249 crore during the years 1985-90. On the face of it, this magnitude of shortfall appears to be manageable. However, the details of balances from current revenues during 1985-90 for the central government alone given in annexe 4.8 bring out a very high figure of Rs. 12,001 crore of shortfalls in central revenue receipts over non-plan revenue expenditure. Great expectations have been laid on the possibility of improvements in the performance of central public enterprises including the departmentally run enterprises. It is expected that these enterprises will make a net contribution of Rs. 35,485 crore to the Seventh five-year plan financing. Since the state enterprises are expected to incur a net loss of Rs. 1,969* crore, it implies that a contribution of Rs. 37,454 crore is expected to come from public undertakings and departmental enterprises belonging to the central sector. The analysis of the financing of the Sixth Plan reveals that these enterprises had contributed Rs. 18,118 crore inclusive of Rs. 5,700 crore raised through additional resource mobilisation. Thus, the contribution of central public enterprises is expected to increase from Rs. 18,118 crore to Rs. 37,454 crore, i.e. by about 107 per cent. An increase of this magnitude can be realised provided the government closely monitors the performance and efficiency of these enterprises and brings about necessary organisational changes with a view to ensuring that desired results are achieved.

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4.29. The review of the preceding decade shows that inflation has been one of the primary factors for cost escalation of different items even though lately the inflation rate has been contained and is expected to remain so in future. The decade of seventies faced heavy inflationary pressures in five different years viz., 1972-73, 1973-74, 1974-75, 1979-80 and 1980-81. In these years, WPI went up by 10.0, 20.2, 25.2, 17.1 and 18.2 per cent respectively. This naturally escalated both plan and non-plan expenditure including that on salaries and wages. The expenditure on dearness allowance which was Rs. 275 crore in 1974-75 increased to Rs. 1517 crore in 1982-83*. In subsequent years that amount has gone up further in view of more instalments of dearness allowance. The annual liabilities of the state governments and local bodies would have registered similar increases in expenditure on account of inflation.

4.30. The balance of payments position is a cause for concern. As noted earlier, it was rather discouraging during the Sixth Plan period. According to the latest Economic Survey, the situation during 1985-86 may have worsened since imports have increased by about 25 per cent during the first six months of 1985-86 while exports have marginally declined. The trade deficit will

* Explanatory memorandum on the Central Government Budget for 1986-87, p.47 * Seventh Plan, Vol. 1, Table 4.11, p.53.

have to be adequately contained during the Seventh Plan period by more rapid growth of exports and diversification and deepening of efficient import substitution. The external debt position also will have to be closely kept under observation in view of mounting obligations on account of interest charges and repayment of principal amount. All this is not an easy task.

4.31. On the revenue side, tax revenues have been rather sluggish in recent years with proportion of direct taxes in total tax revenue declining. The lack of buoyancy in the income tax revenue is basically attributable to narrow coverage of the taxable population, numerous exemptions and deductions and widespread evasion. The total number of income-tax payers has remained steady at about 4 million for many years inspite of the fact that tremendous strides have been made by the economy. A large number of unincorporated enterprises have remained out of the tax net. There is reason to believe that rationalisation of tax structure combined with strict enforcement of tax laws can yield rich dividends. The government have initiated action in the direction of rationalisation of tax structure and a long-term fiscal policy has been announced. Some of these rationalisation measures were introduced in the last budget. Simultaneously, the government are making vigorous efforts to arrest the phenomenon of tax evasion. These efforts have already yielded results and the revised figures for 1985-86 reveal that direct tax revenues have substantially picked up. Similar measures to plug loopholes in various rules and for arresting evasion of indirect taxes particularly customs and excise duties also have potentiality to give rich dividends. Thus, we feel that both tax and non-tax revenues will stabilise at higher levels.

4.32. The foregoing analysis brings out that revenue expenditure of central government is not being wholly met from its revenue receipts and the position in this regard is not going to change in the years ahead. However, there are some hopeful signs which may help in easing the revenue crunch. As mentioned earlier, the government is expecting considerable improvements in the performance of the public sector units. It also appears that targets of additional resource mobilisation and market borrowings set forth in the Seventh plan can be achieved. The recent efforts made in the direction of tightening up of collections of income tax, customs, excise, etc. may augment revenue receipts considerably. It may also be noted that barring totally unforeseen circumstances, we are not likely to face any serious difficulty on the price front. In India, the behaviour of prices is intimately linked with the availability of foodgrains. Recent trends in food and agricultural production show that those sectors are becoming increasingly independent of the vagaries of weather. Therefore, the comfortable food stock position that we are currently having is not likely to be disturbed. The inflation rate which had been contained during the last four years of the Sixth Plan will hopefully remain so as envisaged in the Seventh Plan document. With the price situation under control, the various estimates for financing the Seventh Plan in all probability will not go awry.

4.33. Though the current position and projections of the economy are a mixture of light and shade, it is necessary for the government to meet reasonable aspirations of its employees. We are of the view that well-contented employees will be better motivated to improve their performance and productivity which will ultimately lead to increased national output. The development perspective towards the year 2000 presented by the Planning Commission makes us reasonably optimistic about our long term growth. We have kept all these factors in view while recommending the structure of emoluments for central government employees.

**Various issues of "Brochure on Pay and Allowances of Central Government Employees" , Department of Expenditure, New Delhi.*

ANNEXE 4.1
(See paragraph 4.9)

Long-term Growth of Income and Output
(per cent per annum)

Period	GNP at 1970-71 prices	Per capita net National Income at 1970-71 prices	Agricultural Production	Industrial Production
(1)	(2)	(3)	(4)	(5)
First Plan (1951-56)	3.6	1.7	4.2	6.5
Second Plan (1956-61)	4.0	1.9	4.3	6.9
Third Plan (1961-66)	2.5	-	-1.1	7.6
Annual Plans (1966-69)	4.1	1.8	6.8	1.6
Fourth Plan (1969-74)	3.5	1.1	3.1	3.3
Fifth Plan (1974-79)	5.2	2.9	4.5	5.7
Annual Plan (1979-80)	-4.7	-7.3	-15.2	-1.2
Sixth Plan (1980-85)	5.3	3.0	6.0	5.5
1951-52 - 1983-84	(c)3.8	(c)1.5	3.4	5.5
1970-71 - 1983-84	(c)4.0	(c)1.6	3.4	4.7

Source: (a) Report of the Committee to Review the Working of Monetary System, RBI, 1985, Table 1, page 7 for columns (4) & (5) except that the Sixth Plan growth rates have been calculated from data in Chapter 1, Table 1.1, Economic Survey 1985-86.

(b) Economic Survey 1985-86, Appendix table 1.1, page 105 for columns (2) and (3)

(c) Our calculations based on data upto 1984-85

ANNEXE 4.2
(See paragraphs 4.7, 4.13 and 4.14)

Trend in wholesale and consumer prices indexes (from 1970-71 to 1985-86)

Year	12 monthly average of All commodities wholesale Price Index (1970-71=100)		12 monthly average of All India Con- sumer Price Index for Industrial Workers (1970-71=100)		No. of D.A. instalment paid
	Index	% growth over previous year	Index	% growth over previous year	
(1)	(2)	(3)	(4)	(5)	(6)
1970-71	100.0	-	100.0	-	
1971-72	105.6	5.6	103.5	3.5	
1972-73	116.2	10.0	111.4	7.6	
1973-74	139.7	20.2	134.7	20.9	5

(1)	(2)	(3)	(4)	(5)	(6)
1974-75	174.9	25.2	171.1	27.0	9
1975-76	173.0	(-)1.1	168.6	(-)1.5	-
1976-77	176.6	2.1	162.3	(-)3.9	
1977-78	185.8	5.2	174.8	7.7	1
1978-79	185.8	0.0	178.7	2.2	1
1979-80	217.6	17.1	193.9	8.5	3
1980-81	257.3	18.2	216.1	11.4	5
1981-82	281.3	9.3	243.1	12.5	6
1982-83	288.7	2.6	261.8	7.7	5
1983-84	316.0	9.5	294.9	12.7	7
1984-85	338.4	7.1	314.0	6.5	5
1985-86	357.7*	5.7 *	334.1*	6.4 *	4
1971-85		9.3)	8.8)		
1975-80		4.7)	2.6)		
1980-85		9.3) 'A'	10.2) 'B'		
1981-85		7.1)	9.9)		

Source: Economic Survey 1985-86 Appendix Table 5.1 page 153 for Col (2) and Appendix table 5.3 page 155 for derivations in Col. (4).

'A' and 'B' have been calculated from data in this table.

* These are our calculations based on data issued by office of the Economic Adviser and Labour Bureau.

ANNEXE 4.3

(See paragraph 4.20)

Wage Bill and its relationship with Revenue Receipts/Expenditure

Year	Wages & Salaries Bill (Rs. crore)	Total Revenue Receipts (Rs. crore)	Total Revenue Expenditure (Rs. crore)	Wage bill as a percentage of Revenue Receipts Revenue Expenditure	
(1)	(2)	(3)	(4)	(5)	(6)
1960-61	417	1297	1246	32.2	33.5
1965-66	754	3022	2703	25.0	27.9
1970-71	1186	4354	4191	27.2	28.3
1975-76	1887	8075	7189	23.4	26.3
1976-77	1926	8739	8440	22.0	22.8
1977-78	2019	9792	9362	20.6	21.6
1978-79	2153	11240	10948	19.2	19.7
1979-80	2427	11340	12034	21.4	20.2
1980-81	2761	12829	14544	21.5	19.0
1981-82	3183	15574	15868	20.4	20.1
1982-83	3594	18091	19346	19.9	18.6
1983-84	4421	20493	22890	21.6	19.3

Source: (i) Third Pay Commission Report, Chapter 4, table IV for data for years 1960-61 to 1970-71.

(ii) Figures of total revenue receipts/expenditure for the years 1975-76 to 1983-84 taken from 'Explanatory Memorandum on the Budget of the Central Government for 1986-87'.

(iii) Wage bill data for years 1975-76 to 1983-84 from 'Brochure on Pay and Allowances of Central Government employees, Department of Expenditure', various issues.

ANNEXE 4.4
(See paragraph 4.22)

**Trends in Emoluments in respect of certain selected categories of posts average
AICPI and the per capita NNP for the years 1973-74 to 1985-86**

Year	Minimum Rs.196	Peon (Rs.196-232)	LDC (Rs.260-400)	Assistant (Rs.425-800)	Section Officer (Rs.650-1200)	AICPI	Per capita NNP (At current prices)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1973-74	2587	2587	3432	5483	8385	250	870
1974-75	3246	3292	4402	6772	10465	317	1004
1975-76	3619	3721	5010	7618	11886	313	1026
1976-77	3619	3733	5063	7798	12277	301	1079
1977-78	3643	3820	5216	8102	12947	324	1194
1978-79	3744	4021	5518	8614	13933	331	1253
1979-80	3924	4276	5892	9239	14763	360	1336
1980-81	4348	4804	6642	10360	17066	401	1558
1981-82	4905	5496	7609	11805	19765	451	1739
1982-83	5391	6123	8496	13171	22123	486	1882
1983-84	6439	7338	10115	15460	25660	547	2180
1984-85	7201	8294	11442	17556	28604	582	2344
1985-86	8011	9399	12739	19711	31776	620	2414 *

Percentage growth from

**a) 1973-74

to

1982-83)	108.4	136.7	147.6	140.2	163.8	94.4	116.3
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b) 1973-

74 to

1985-86	209.7	263.3	271.2	259.5	279.0	148.0	177.5
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* Per capita NNP for 1985-86 is estimated assuming a growth rate of 3 per cent

** Before grant of either of the two Interim Reliefs.

ANNEXE 4.5
(See paragraph 4.23)

**Trends in emoluments in respect of certain selected categories of senior posts, average
AICPI and per capita NNP for the years 1973-74 to 1985-86**

Year	Senior time scale (Rs.1100-1600)	Director (Rs.2000-2250)	Joint Secretary (Rs.2500- 2750)	Additional Secretary (Rs.3000/-)	Secretary (Rs.3500/-)	AICPI	Per capita NNP at current prices
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1973-74	13402	24486	30000	36000	42000	250	870
1974-75	15739	26751	30000	36000	42000	317	1004
1975-76	18516	28800	31500	36000	42000	313	1026
1976-77	18876	28800	31500	36000	42000	301	1079

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1977-78	19597	28800	33000	36000	42000	324	1194
1978-79	20640	29680	33600	36600	42600	331	1253
1979-80	21870	31890	35550	38700	44700	360	1336
1980-81	24150	33510	38250	41250	47250	401	1558
1981-82	26910	36855	43650	46650	52650	451	1739
1982-83	29535	42525	52050	55050	61050	486	1882
1983-84	33470	46437	56650	59650	65650	547	2180
1984-85	36100	50025	60875	63900	69950	582	2344
1985-86	39360	54688	66600	69900	76500	620	2414 *
<i>Percentage growth from</i>							
<i>**a) 1973-</i>							
74 to 1982-							
1983	112.4	73.7	73.5	52.9	45.4	94.4	116.3
<i>b) 1973-74</i>							
to 1985-86	183.1	123.3	122.0	94.2	82.1	148.0	117.5

* Per capita NNP for 1985-86 is estimated assuming a growth rate of 3 per cent.

** Before grant of either of the two Interim Reliefs.

ANNEXE 4.6

(See paragraphs 4.24 and 4.25)

Pattern of Financing the Public Sector Plan Outlay

(Rs. crore)

	Sixth Plan 1980-85	Seventh Plan 1985-	
	Original Estimates	Latest Estimates	
1. Balance from current revenue	14,478	1,893	(-)5,249
2. Contribution of Public Enterprises	9,395	5,810	35,485
3. Market Borrowings	19,500	22,120	30,562
4. Small Savings	6,463	9,912	17,916
5. Provident Funds	3,702	3,956	7,327
6. Term loans from financial institutions	2,722	2,582	4,639
7. Miscellaneous capital Receipts (Net)	4,009	7,365	12,618
8. Inflow of foreign resources	9,929	8,529	18,000
9. Drawing down of foreign exchange reserves	1,000	-	-
10. Deficit financing/uncovered gap	5,000	15,684	14,000
11. Additional resource mobilisation	21,302	32,970	44,702
Total	97,500	1,10,821	1,80,000

Source: Seventh Five Year Plan 1985-90, Vol.I

Planning Commission, 1985. Tables 4.7 and 4.8, Pages 49 and 52

ANNEXE 4.7
(SEE PARAGRAPH 4.26)
REVENUE RECEIPTS & REVENUE EXPENDITURE OF THE CENTRAL GOVERNMENT

(Rs. crore)

	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85
I. Revenue Receipts										
Total Revenue Receipts	8075.42	8738.93	9792.09	11239.94	11339.54	12828.57	15574.19	18091.30	20492.58	24383.69
II. Revenue Expenditure										
i) Developmental Expenditure	2156.95	3161.89	3646.04	4512.24	5044.01	5614.39	6523.86	7921.43	9444.66	119089.42
ii) Defence Expenditure	2251.14	2347.20	2385.94	2613.94	3093.61	3540.38	4167.23	4881.73	5666.70	6399.25
iii) Other Expenditure of which Interest Payment	2780.44	2931.39	3330.31	3821.48	3896.02	5388.84	5176.64	6542.47	7778.88	9572.58
Total Revenue Expenditure	7188.53	8440.48	9362.29	10947.62	12033.64	14543.61	15867.73	19345.63	22890.24	27881.25

Surplus(+)										
Deficit(-) I-II	(+)-886.89	(+)-298.45	(+)-429.80	(+)-1292.32	(-)-694.10	(-)-715.04	(-)-293.54	(-)-1254.33	(-)-2397.66	(-)-3497.56

Source: Explanatory Memorandum on the Budget of the Central Government for 1986-87, pages 124-125.

ANNEXE 4.8
(See paragraph 4.28)

Balance from Current Revenues - Centre (1985-90)

(Rs crore at 1984-85 prices)

I.	Revenue receipts	Amount
	1. Tax revenues (gross)	138,941
	2. Less; States' Share of Central Taxex	(-)36,087
	3. Tax revenue (net)	102,854
	4. Non-tax revenues	35,545
	Total revenue receipts	138,399
II.	Non-Plan revenue expenditure	
	1. Interest payments	46,222
	2. Subsidies	16,805
	3. Defence	45,000
	4. Other non-development expenditure	33,911
	5. Maintenance expenditure on Sixth Plan Schemes	1,684
	6. Grants to States, Union Territories and Local bodies	6,135
	7. Grants to foreign Governments	653
	Total non-plan revenue expenditure	150,410
III.	Balance from current revenues (I-II)	(-)12,011

Source: Seventh Five Year Plan 1985-90, Vol. I Planning Commission, 1985 Table 4.9, Pages 52-53

CHAPTER 5

PAY STRUCTURE UNDER PUBLIC SECTOR UNDERTAKINGS

5.1. We are required to examine and suggest changes in the present structure of emoluments and conditions of service of central government employees having regard, among other relevant factors, to the prevailing pay structure under the public sector undertakings, state governments, etc. The unions and associations of central government employees have generally interpreted this to imply that there should be parity in wages of central government employees with employees of the public sector undertakings. It has therefore been urged that such a parity should be brought about by raising the emoluments at the lowest level in the central government to bring them to the level of salaries in the public sector undertakings and the pay structure should be built up accordingly. In their memorandum, the Staff Side in the National Council (JCM) have pointed out that the general principle that the central government service remuneration should be comparable with that paid for similar work in other sectors, particularly the public sector, has to be recognised as a principle of wage determination.

5.2. The term "*public sector undertaking*" referred to in our terms of reference has not been defined. The Fourth Schedule of the Rules of Procedure and Conduct of Business in Lok Sabha includes a list of public undertakings which are either "*Government Companies*" under the Companies Act or undertakings established under the Central Acts. The Bureau of Public Enterprises in its Annual Survey covers not only undertakings which come within the purview of the Committee on Public Undertakings of Parliament, but also some other commercial and industrial enterprises of government. Banking companies, Reserve Bank of India, State Bank of India and other financial institutions are not included in the fourth schedule and are also not covered by the survey of Bureau of Public Enterprises. The central government employees, while making their representations, have however referred to all these organisations as public sector undertakings for comparison of their emoluments. For purposes of our enquiry and report, we have also interpreted the expression "*public sector undertaking*", in our terms of reference liberally so as to cover all such undertakings.

5.3. The public sector is important both in terms of manpower employed and its potential. According to the annual survey of public enterprises (1984-85), there are at present 207 manufacturing and service enterprises and the capital employed by them is about Rs.36,000 crore. The total labour force currently employed in the under-taking is about 21.1 lakh. During the period 1973-85, the employment in the public sector increased by about 60 per cent as against 26 per cent growth under the central government. The Capital employed in public sector during the same period went up by about six times. The profitability profile of the public enterprises is given in annexe 5.1.

5.4. About 190 public sector undertakings have been established as joint stock companies under the Indian Companies Act, 1956, and the others are statutory corporations set up under Acts of Parliament. There is delegation of powers to the Board of Directors of each unit and there is a list of items (varying from enterprise to enterprise) for which approval of government is required, and these are mentioned in the Articles of Association of the undertakings.

5.5. As the main demand of central government employees is for parity with public sector undertakings it may be useful to mention how the pay structure has evolved in these organisations. Initially, the pay scales and the other terms and conditions of service of employees in the public sector undertakings were broadly comparable with those in central government. For example, the State Trading Corporation (STC), which was set up in October, 1963, prescribed the central government pay scales and conditions of service for its employees. It was somewhere in 1969 that STC entered into an agreement with the unions and adopted a pay structure which was different from the pay structure under the central government. Similarly, Bharat Heavy Electricals Ltd. (BHEL) was set up in November, 1964, and its employees were given central government pay scales and conditions of service. BHEL thereafter finalised a wage agreement in 1968 when a new pay structure was evolved.

5.6. The Second Pay Commission observed that, on the whole, the pay of a lower division clerk in government service at that time did not compare unfavourably with the corresponding rate in outside employment like Life Insurance Corporation and State Bank of India. The position however changed by 1970. The Third Pay Commission also compared the emoluments under central government and nationalised class 'A' banks and Reserve Bank of India for two categories of posts viz., peon/messenger and clerk/typist. It found that for both these categories the emoluments under central government did not compare favourably with those of the banks. The Commission noted with concern the phenomenon of widening disparity in emoluments between the central government and public sector employees which often permitted the undertakings to outbid the government with the government's own money. The only reason why even the losing concerns were able to increase wages was the backing provided by the central government and its tax revenues. The Commission recommended that a common wage policy should be evolved for public sector undertakings, and an effective coordinating machinery should be established to ensure that pay scales of public sector undertakings were fixed with due regard to possible repercussions on other public sector undertakings and on the government's own scales of pay. No effective action was however taken on those recommendations of the Third Pay Commission.

5.7. After the report of the Third Pay Commission, the disparity in emoluments of employees in public sector and central government widened further. We have attempted to compare the emoluments in the two sectors for three categories of posts e.g., peon/messenger; LDC/typist and staff driver whose duties are somewhat comparable. We find that a peon /messenger in all public sector undertakings, except those following central government pattern, was getting higher emoluments in comparison to the emoluments under the central government. The emoluments of a peon under central government were about Rs.692 per month as on January 1, 1986. In the public sector undertakings, at the minimum of the scale, the difference ranged from Rs.100 to about Rs.330 per month.

5.8. The comparison of emoluments for the staff car driver and LDC/typist brings out a similar difference. The emoluments at the minimum of the scale for staff car driver in these undertakings exceed those in central government by amounts ranging from about Rs.25/- to about Rs.485 per month and those for LDC/typist exceed by amounts varying from Rs.5 to about Rs.250 per month.

5.9. The disparities have grown over the years despite attempts to control them. The government have issued, from time to time, executive instructions to the public enterprises that no revision of pay scales and allowances should be carried out by them unless it has been specifically approved by the administrative ministry, the Ministry of Finance and the bureau of public enterprises. The first instruction in this regard was issued in October, 1971. It was stated that there should be no general revision of wages or increase in fringe benefits in the public enterprises without prior consultation with the central government. This was followed by another instruction in December, 1972 which laid down the procedure and guidelines for examination of proposals for revision of pay scales. It was, inter alia, directed that proposals for increase would require Cabinet approval. The implication of proposals for wage increase in terms of financial costs, the impact on profitability and the production of the unit, and the impact on other units in the same industry were to be brought out at the time the proposal was sent for government approval. The managements were also advised to undertake prior consultation, where necessary, with the chief executives of other corresponding units in the industry. Instructions were issued again in July 1983 drawing attention to the fact that some undertakings had negotiated and signed agreements with their workers' representatives without obtaining the approval required under the December 1972 instructions. The earlier instructions were reiterated. The instructions do not however appear to have been followed by the concerned ministries/departments. If the instructions had been followed and the recommendations of the Third Pay Commission implemented, the disparities would have been contained.

5.10. The emoluments within the public sector under-takings also vary widely. It appears that undertakings following the central government pay and dearness allowance pattern are often paying similar or less emoluments to their employees than the government. Those following the central pay scales and industrial dearness allowance pattern are, in some cases, paying even less. But many other undertakings are paying significantly higher emoluments. Public sector is not thus a homogenous

unit or group for comparison of emoluments. This has made comparison extremely difficult. The undertakings on central pay pattern are about 70, and employ more than 5 lakh employees. Their number and pay scales cannot be considered insignificant. It will not therefore be fair to confine the comparison to employees of undertakings paying much higher wages.

5.11. It appears that the employees in some of the public sector undertakings are able to secure higher wages and better conditions of service as a result of frequent wage negotiations/agreements through collective bargaining. While the central government has been revising the pay structure of its employees after a decade or so, wage revisions in the public sector are carried out once in four years. There have been three wage agreements in almost all units between the years 1973 and 1983. On each occasion when new agreements were signed, substantial wage increases were made. The pay structure was not only adjusted for increases in the cost of living during the intervening period, but amounts were also added to evolve new pay scales. The increase in the second agreement ranged between Rs. 70 and Rs. 200 per month at the minimum of the lowest scale and the corresponding increases in the third agreement varied from Rs.270 to Rs.400 per month.

5.12. The consequences of wage negotiations for up-ward revision of pay every four years or so can be seen from the trends in the growth rate of average per capita emoluments of public sector employees. The per capita emoluments of public sector employees went up from Rs. 5470 in 1970-71 to Rs. 24,300 in 1984-85 registering an increase of about 344 per cent. During the same period, the consumer price index increased by about 214 per cent and the per capita national income (at current prices) increased by about 270 per cent. Thus the emoluments of public sector employees appear to have grown at a rate higher than the rate of growth of the economy.

5.13. It also appears that there is, sometimes very little co-relation between the wage levels in public sector undertakings and their profitability. Some undertakings have been incurring losses continuously, and yet frequent wage revisions have been undertaken, giving substantial wage increases to the employees. It seems no serious effort has been made to keep in view the productivity and the capacity to pay, while revising the emoluments. Another criticism which has often been made, and has been urged for our consideration, is that public sector organisations look closely at each other when determining their pay and that gives rise to a vicious circle, leading to pay spiral. Public sector undertakings are sometimes established or created because of government's desire to provide benefit to the public. They are also sometimes able to secure certain concessions and facilities and have, when successful, developed monopolistic tendencies. They tend to acquire a sense of well being even when it is not justified by their performance and it has been urged before us by some independent witnesses that such undertakings tend to acquire a liberal attitude towards their employees and sometimes resort to price hike which is passed on to the consumer to provide the much required finance. Criticism of this nature cannot be rejected outright. We have, all the same, not taken it as of general application. But what cannot be denied and has to be taken note of, is that government departments have to function under strict financial constraints. It has also been pointed out that the general level of remuneration in public sector undertakings is not only out of tune with the wages in agricultural sector, but in some cases it is even higher than the manufacturing sector. The public sector undertakings paying higher emoluments have thus emerged as a '*high wage island*' in the economy. If the salaries of central government employees at the lowest level are to be revised to the level obtaining in these public undertakings, it will amount to an increase of about Rs.320 per month over the present emoluments. If the same order of increase is to be given to other employees to maintain the existing differentials, it will involve an additional financial burden of about Rs.2000/- crore per annum on this account alone.

5.14. The public sector undertakings pay to their employees a variety of allowances and provide various facilities. Some of the allowances are the same as admissible to government employees, but at different rates. There are several types of non-pay benefits such as provision of conveyance or payment for it, subsidy for tea or lunch, which are not generally available to government employees. In regard to the working hours, leave entitlement and holidays, the government employees generally have an advantage. The employees in the public sector undertakings are covered by the contributory provident fund and gratuity schemes. With the improvements in the pension schemes applicable to government employees, the retirement benefits admissible to them are considered better than in public

sector undertakings where pension schemes have not been introduced. There are thus several differences in the packet of total benefits and emoluments of the employees. It is not therefore feasible to undertake a comparison of the emoluments available to central government employees and those working in the public sector undertakings as it raises several conceptual issues and other difficulties, particularly in the matter of computation of non-pay or indirect benefits and their conversion into monetary terms. Even though the emoluments of posts at certain levels in the public sector undertakings are generally higher, there is no evidence of movement of any category of employees from government to the public sector.

5.15. The main demand of the employees is for parity at the lowest level where the job content, duties and responsibilities are said to be similar. However, it appears that the job content of even a peon/messenger in the central government may not be similar in all respects with that in the public sector undertakings for a variety of reasons. For instance, there are differences in the working hours and the numbers of employees. There are also differences due to combination of tasks. In some of the undertakings, a typist is required to know shorthand also and a telex/telephone operator combines the work of a receptionist.

5.16. There are several organisations and administrative units, etc. in the administrative machinery of government for doing specific regulatory, developmental and other functions. All this had led to the evolution of an administrative structure over the years. The administration of the central government has therefore acquired its own distinctiveness. There are organised services and cadres with their own hierarchy, suited to the roles assigned to them. There are also well defined methods of recruitment at different levels through competitive examinations, departmental promotions, etc. The duties and responsibilities of the functionaries at various levels are unique and difficult to compare with outside employment. The employment in government has its own status and security. The pay structure for the employees of such a vast and complex organisation cannot be based on a simple comparison of the pay scales of posts at the lowest level in the public sector undertakings. The public sector undertakings have been created by government for specified purposes, and have adopted their own pay structure. The nature of work there and the conditions of service are different. The pay structure and the conditions of service of the central government employees have to be determined on their own merits. The structure of emoluments in public sector undertakings is no doubt relevant for the purpose of forming our views about the emoluments of central government employees and we have kept it in view while formulating our proposals.

ANNEXE – 5.1

(See paragraph 5.3)

Profitability Profile

(Rs. in crore)

	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85
	1	2	3	4	5	6	7	8	9	10
1. No. of enterprises.	125	149	155	159	169	168	188	193	201	207
2. Capital employed	9006	11057	12065	13969	16182	18207	21935	26526	29851	36390
3. Gross profit	668.46	1027.61	914.67	1071.23	1229.16	1417.83	2654.37	3464.74	3565.40	4637.35
4. Interest	362.81	606.86	755.13	886.18	1004.03	1399.15	1629.71	1922.74	2085.81	2518.35
5. Pre-tax profit (3 minus 4 after setting off losses of loss making units)	305.65	420.75	159.54	185.05	225.13	18.68	1024.66	1542.00	1479.59	2119.00
6. Percentage of gross profit to capital employed	7.42	9.29	7.58	7.69	7.60	7.79	12.10	13.06	11.94	12.74
7. Post-tax Profit/Loss	18.87	183.89	(-) 91.07	(-) 40.09	(-) 74.29	(-) 202.97	445.92	613.51	240.14	928.57

Source : Public Enterprises Survey, 1984-85, Vol. 1, Table 1.9 and Figure 1.17.

CHAPTER 6

PAY STRUCTURE UNDER STATE GOVERNMENTS

6.1. The number of employees under the state governments is more than the number of civilian employees under the central government. while the number of civilian employees in the central government rose from 28.4 lakh in 1971 to 32.9 lakh in 1983,, the number of state government employees increased from 42.2 lakh to 60.3 lakh during the same period, representing an increase of about 16 per cent for central government and 43 per cent for state governments. The central and state government employees are sometimes required to work together in the formulation and implementation of development programmes and other activities and there is interaction among them at various levels. Most of the state government employees belong to organised services.

6.2 According to our terms of reference, we are required to make our recommendations having regard, inter alia, to the prevailing pay structure under the state governments. We have received information from the state governments about the pay scales of different categories of posts, allowances, retirement benefits of employees and other relevant conditions of service. We had sent copies of our questionnaire to them for eliciting their comments. During our visits to some of the state capitals, we had discussions with the officers of the state governments on matters relating to our work. The local associations of the all-India services also met us during those visits. Later, we invited the Chief Ministers of states for discussion with us in Delhi. The discussions covered subjects like scales of pay, dearness allowance, other allowances, all-India services, other conditions of service and retirement benefits. The information furnished by the state governments and the discussions we had with the Chief Ministers and Ministers of state governments and their officers, were very useful in our deliberations.

6.3 The pay structures of state government employees have been subjected to periodical revision by respective state pay commissions. All the states except Himachal Pradesh, which has been following Punjab pattern, set up at least one pay commission/committee or appointed a pay revision commissioner after 1973. In some states, the revision of pay scales has been done more than once during the period 1973 to 1985. The Kerala and Tamil Nadu pay commissions gave their reports in 1984 and 1985. While the existing pay structure of central government employees is related to index average 200(1960=100), in the states the pay structure is related to different index levels from 200 to 568 (1960=100). The government of Maharashtra has decided to adopt, to the extent possible, the recommendations of the Central Pay Commission for application to their own employees instead of appointing a pay commission.

6.4 There are difficulties in comparing the structure of emoluments of central and state governments. The nature of work and responsibilities of employees working in central and state governments differ in several respects. In fact there are organisations which are peculiar to the central government like Railways, ordnance factories and Post and Telecommunications departments. The pay scales of employees in central and state governments are therefore comparable only for some categories of posts. Even so, a mere comparison of the pay scales may not be appropriate as these have been revised in some of the states with reference to different index levels. It is therefore necessary to take into account the total emoluments inclusive of pay, dearness allowance, interim relief, etc.

6.5 We have compared a few posts, and found that a matric and graduate trained teacher, staff car driver, staff nurse and medical officer in the state governments are generally paid less at the minimum of the pay scale and only in a few cases their emoluments at the maximum of the scale exceed those under the central government. On the other hand, LDC, constable, head constable, telephone operator and midwife are getting higher emoluments in some of the states, both at the minimum and at the maximum of the pay scales, than those under the centre. In most of the states, a peon/messenger gets lower emoluments at the minimum of the scale compared to a peon in the central government, but at the maximum of the scale, the emoluments are higher in some of the states. The higher emoluments at the maximum of the scale in some of the states are due to longer span of pay scales e.g. for the post of a peon in West Bengal, the span of the scale is 28 years and it is 30 years for a constable in Rajasthan.

6.6. We find that there is no uniformity in the pattern of pay scales applicable to different categories of posts under state governments. For example, while some states have equated a staff nurse and a stenographer, others pay more to the stenographer than to the staff nurse. Similarly, while some states have equated a constable with a clerk/typist, that is not so in other states. In some of the states, a clerk/typist has an edge over a staff car driver, while that is not so in other states. The relativities between these categories of posts are also different in the central government, and therefore comparison becomes difficult.

6.7 The Second Pay Commission was generally of the view that salaries of employees under state governments should be determined on the basis of the financial resources of the states and the economic situation, etc. The Sixth Finance Commission recommended additional provision of funds to those states which were paying lower emoluments than all states' average as on January 1, 1972 to enable them to raise the emoluments of their employees. The Seventh and the Eight Finance Commissions suggested a similar approach. Some of the state pay commissions have expressed the view that salaries under central government could be higher in view of all-India transfer liability of central government employees. It may generally be said that the state governments have been trying to improve their pay scales as and when necessary.

6.8 The state governments have made efforts to reduce the number of pay scales while revising the same. The number of pay scales in some of the states are: Andhra Pradesh (30), Assam (33), Bihar (22), J&K (26), Karnataka (19), Kerala (27), Madhya Pradesh (23), Maharashtra (31), Meghalaya (28), Rajasthan (31), Sikkim (2), Tamil Nadu (17), Uttar Pradesh (29) and West Bengal (29).

6.9 All the state governments give compensation for increase in the cost of living in the form of dearness allowance more or less on the central government pattern. However, there are several states which do not give full neutralisation for the increase in cost of living even to their lowest paid employees. But some states provide more than 100 per cent neutralisation to their employees at the lowest level. The percentage of neutralisation is well over 40 per cent for the employees in the highest pay bracket in some states. A few states have introduced a slab system for payment of dearness allowance.

6.10. In regard to the other conditions of service, we find that there are differences between the central and state government employees. For example, many states are permitting encashment of leave to their employees during service. The amount of leave which can be encashed ranges from 15 to 30 days in a block of 2 years. Most of the states do not have a system of payment of overtime allowance. For a few categories of employees who are required to work at odd hours, such as staff car driver, some states are giving special pay and a few others have adopted a system of staggered working hours. The number of holidays available to State government employees is generally more than that under the central government.

6.11 It appears that the pay structure and conditions of service of state government employees have been determined by each state independently and with reference to its requirements. There is no uniformity in the pattern of scales of pay for various categories of posts. The relativities which have been established between different categories of posts also differ from one state to another. Then there are differences in regard to allowances, death-cum-retirement benefits and other facilities admissible to employees of the state governments and the central government.

6.12 During our discussions, the Chief Ministers and Ministers of state governments suggested that while making our recommendations in regard to the pay structure of central government employees, we should take into account their repercussions on state government. In particular, they emphasised that since most of the state governments are broadly following the central pattern for grant of dearness allowance to their employees, the frequency of payment of dearness allowance should be so regulated that it may be possible to have proper budgetary planning. Some of the state governments also suggested that the state governments should be consulted before sanctioning dearness allowance to the central government employees. Most of the State governments were against continuance of any scheme of overtime allowance.

6.13 The structure of pay and emoluments of state governments has evolved over a period of time and efforts have also been made by them to rationalise it. We have kept in view the prevailing pay structure under the state governments while formulating our recommendations in regard to the structure of emoluments and condition of service of central government employees.

CHAPTER 7

PAY DETERMINATION

7.1. Pay determination is the primary task of a pay commission. It is of such magnitude and complexity and has such far reaching consequences that governments setting up such commissions have often thought it advisable to state in their terms of reference that they shall examine the principles which should govern the structure of emoluments of the employees. That serves a dual purpose: it enables the commission to determine those principles at the very outset and to follow them all through, and it enables the government and the employees to know on what principles the commission's report has been founded.

7.2. The resolution appointing the First Pay Commission required them to enquire into and report on, inter alia, *"the principles on which the remuneration of industrial workers and daily rated employes of government should be based"*, but did not otherwise refer to the principles of salary determination for the other employees. Even so, they dealt with the *"principles"* as a whole. The terms of reference of the Second Pay Commission required them to *"examine the principles which should govern the structure of emoluments and conditions of service of the Central Government employees"*. Those terms were therefore wider and pervasive. The terms of reference of the Third Pay Commission also required them to enquire into and make recommendations on *"the principles which should govern the structure of emoluments and conditions of service of Central Government employees"*.

7.3. It would thus appear that all the earlier Commissions were required to examine and mention the principles of pay determination. There is no such specific requirement in our terms of reference. That, however, would not matter because when we are required to examine the present structure of emoluments and conditions of service and to suggest changes in the existing structure as well as to rationalise and simplify the allowances and benefits in kind in order to promote efficiency in administration, having regard to the other factors mentioned in the terms of reference, it is necessary that we should set out certain principles, or what may less ambitiously be called factors, which will govern our recommendations. That in fact is a basic and a foundational requirement if we have to deal with our problems with ease and speed and if our recommendations have to carry conviction with the government and the very large number of its employees for whom this exercise has been undertaken. That being so, it is as well that we should enunciate and enumerate the basic factors at the very outset.

7.4. This, in turn, led us to think how we should describe the heading of the chapter or the items which will go to formulate or make up the points which will govern our thinking. If we may be permitted to say so, the Third Pay Commission used various expressions to describe what they wanted to convey. They thus used the expressions *"characteristics"*, *"requirements"*, *"criterion"*, *"principles"*, *"basic principles"*, *"guidelines"*, *"approach"*, etc. to describe what weighed with them in finalising their views and making their recommendations. They had however no difficulty in giving the heading *"Principles of Pay Determination"* to the chapter (No.5) as a whole for, as we have said, their terms of reference required them to enquire into and make recommendations on the *"principles"* as such. In the absence of any such constraint, we are content with mentioning the factors which have guided us in our deliberations, and are content to let this chapter go under the rubric *"Pay Determination"*. What we have mentioned in the chapter are what we have thought of as the factors which are to guide us in our task.

7.5. In proceeding to do so, it will be convenient to refer to what the predecessor Commissions chose as their *"principles"* for pay determination.

7.6. The First Pay Commission thought it best to start with the *"broad principles"* enunciated by the Islington Commission of 1915. The law of supply and demand which was to result in securing the cheapest services, was not approved by the Islington Commission and its rigour was softened by

resort to the concept of responsibility attached to the post and the necessity of placing officers beyond the reach of temptation. Even so, the Islington Commission took the view that government should pay so much and so much only to its employees as was necessary to obtain recruits of the right stamp and to maintain them in such degree of comfort and dignity as would shield them from temptation and keep them efficient for the term of their services. That principle was criticised as Ricardian in spirit and based on the capitalistic outlook of the nineteenth century. The First Pay Commission therefore thought that the application of some "*moral principle*" was expected when the government happened to be the employer. Even while appreciating that business considerations were not paramount in the running of a government, the Commission took the view that the influence of the law of supply and demand could not be ignored wholly in fixing the salaries of public servants. The Commission observed that the "*fairness and adequacy*" of the salary proposed must be judged from the standpoint "*not only of the employees but also of the employer and the community*". On that principle, the Commission was led to think that the test formulated by Islington had only to be "*liberally interpreted*" to suit the conditions of the present day and to be qualified by the condition that "in no case should a man's pay be less than a "*living wage*". The subsequent observations of the Commission show that its concept of living wage was quite akin to "*minimum wage*".

7.7. As we have stated, the terms of reference of the Second Pay Commission required it to examine the principles which were to govern the structure of emoluments and conditions of service of all central government employees. The principles were thus to have a wider or pervasive application in the deliberations of that Commission. It reached the conclusion that the minimum wage or salary should not be determined "*merely on economic considerations, but should satisfy also a social test - both because of its intrinsic validity and because of its bearing on efficiency*". It thought that a "*combination of social and economic considerations [was] appropriate also in the determination of the highest salaries*".

7.8. As in the case of the Second Pay Commission, the terms of reference of the Third Pay Commission also required it to enquire into and make recommendations on the principles which should govern the structure of emoluments and conditions of service of the employees. There was however one important difference. It was specifically stated in Paragraph 2 (vii) of the terms of reference that having regard to all relevant factors, that Commission may, while enquiring into the level of minimum remuneration, examine the employees' demand for a need - based minimum wage based on the recommendations of the 15th Indian Labour Conference.

7.9. The Third Pay Commission took note of the discussion of the principles of pay determination in the reports of the earlier two Commissions and felt that a reappraisal of the principles was fully justified by the changed circumstances. We are in the fortunate position of not only gaining from the views of the first two Commissions but also from the full and detailed discussion of the principles in the report of the Third Pay Commission. We think it will be advantageous to refer to some length to what the Third Pay Commission has stated for there is much in it with which we are in agreement.

7.10. The Third Pay Commission made a reference* to three major requirements of a sound pay policy, viz. *inclusiveness, comprehensibility and adequacy* and drew in that connection on the Handbook** of Civil Service Laws and Practices (U.N. 1966) p.85. They then proceeded to outline their approach to the task of devising the pay structure for central government employees and the principles they had kept in view. In doing so they made some observations on "*well-known principles*" for pay determination. Speaking briefly, they expressed*** the view that while disproportionate importance should not be attached to private sector salaries, it was nevertheless necessary to take note of the rates of pay and other conditions of service prevalent outside government as a "*corrective*". They also expressed the view that supply and demand conditions "*do have relevance though they are subject to several qualifications*". In particular, they pointed out that since the supply of unskilled labour was abundant, the wages to be paid to such workers should be related to essential physiological needs rather than to conditions of supply and demand. They however rejected the principle that government should act as a "*model employer*" and took the view that it could certainly "*try to attain the more modest objective of being a 'good employer'*".

* Chapter 5, Paragraph 3 of Report. ** 66 II H.2

*** Chapter 5, Paragraph 89.

7.11. The Commission then proceeded to formulate their "*concrete principles which could be used as practical guidelines for the purposes of pay determination*" [£]. They started by saying that it would lead to rigidity if they were to attempt to formulate one single principle encompassing the entire gamut of central government employees and found it advisable to "*bear in mind several principles and conditions when recommending scales of pay for different posts and services*". They stated that though the principles formulated by them "*were generally applicable in most cases*", they "*may have had to deviate from some of [those] principles in other cases*" having regard to the fact that they were not writing on a clean slate and were dealing with a massive organisation which had already developed along particular lines.

7.12. That Commission was thus of the view that government being the dominant employer should formulate its own principles of wage determination suited to its needs, the true test being whether government service was "*attracting and retaining the persons it needs and they [were] reasonably satisfied with the pay and other conditions of service taken as a whole.*" The Commission then proceeded to fix the minimum wage as their first point for consideration for they were required by their terms of reference to do so while enquiring into the level of minimum remuneration. The Commission indicated in Chapter 6 of their report the reason why the minimum wage should be fixed according to "*social norms so as to ensure a reasonable standard of living without adhering to conditions of supply and demand*". They added that since the "*minimum*" was being fixed somewhat higher than what it previously was, it should not constitute a floor upon which a new wage edifice would be built incorporating equi-proportionate increases at all the higher levels. For the upper ranges of salaries, the Commission set a limit by consideration of social acceptability, including the reduction of disparities in income. For the intermediate levels, they found that the principle of equal pay for equal work taken broadly would cover the range of pay. It also seemed to the Commission that in the absence of any distinguishing features, employees of the central government in different branches should be paid equally if their work was adjudged to be of equal value. For doing so, the Commission specified the factors on the basis of which comparisons were to be carried out. They were also of the view that the difficulty and complexity of the task to be performed, as well as the responsibility undertaken, should be given considerable weight in determining the scale of pay. They expressed themselves in favour of reducing the large number of pay scales and to establish equitable relativities not only vertically but also horizontally. They however took care to mention that a relatively large number of grades may be necessary to provide promotional outlets.

7.13. As regards the organised Services, particularly the all-India Services, the Commission stated that the primary consideration in fixing the time scales should be to ensure that the terms offered were attractive enough for persons of the requisite calibre who were leaving the Universities to make a life-time career out of government service. At the upper level, the Commission observed that persons who were required to possess specified post-graduate qualifications or to undergo highly specialised professional training for the due discharge of their duties, should be adequately remunerated and their pensionary benefits safeguarded keeping in view the additional time and money spent by them in acquiring those qualifications. For those categories of employees whose training and talents were readily marketable abroad, the Commission thought of matching the terms available abroad to some extent. They also expressed the view that the relatively favourable treatment given to white collar employees may be discounted and a premium allowed to professional and technical men so as to encourage prospective candidates to acquire additional knowledge and skill.

7.14. We have mentioned the principles or views of the Third Pay Commission at some length because theirs is the prevailing report and also because they are quite suitable. Even so, some changes have taken place in the perspective since then, so as to require a reappraisal of the factors which should weigh in pay determination.

7.15. The Preamble to our Constitution which contained the solemn resolution to constitute our country into a "Sovereign Democratic Republic" was amended by the Constitution (Forty-second

[£] , Chapter 5, Paragraph 90.

Amendment) Act, 1976, with effect from January 3, 1977. The words '*SOCIALIST SECULAR*' and *"and integrity"* were added by section 2. Since the Preamble is a part of the Constitution as declared by the Supreme Court in *Kesavananda v. Kerala*,* the amendment made a visible change in the complexion of the Constitution. It is true that, as has been observed by Chinnappa Reddy J., in *Sanjeev Coke v. Bharat Coking*,** although the word "*Socialist*" was introduced into the Preamble by a late amendment, socialism had always been the goal as was evident from the Directive Principles of State Policy. The amendment, however, "*emphasised the urgency*" of that goal. It expressed a concern for the social welfare of the oppressed, the unfortunate and the disadvantaged. Again in *D.S. Nakara v. Union*,*** the Supreme Court considered the implications of Socialist Republic and stated that the objective was to strive to set up a vibrant "*throbbing socialist welfare society*" in place of a "*wholly feudal exploited*" society.

7.16. The word "socialist" has not been defined in the Constitution, but it is a word of great importance for by itself it has become the centre of the hopes and aspirations of us all - a beacon to guide and inspire all that is enshrined in the articles of the Constitution. It proclaimed the country's determination to free us all, without distinction of any kind, from all forms of exploitation. To the worker or the employee, it was the greatest assurance of his right - a right which did not have to be found in the part dealing with *Fundamental Rights*", but which inhered in the very fabric of the Constitution, by virtue of the tallest and noblest of the people's resolution. The least that can be said is that socialism pronounced that the "*common good*" of all citizens, and "*welfare State*", were concepts on which the people of India had taken a solemn stand to base their supreme charter. It is true that articles 23 and 24 of the Constitution guaranteed the fundamental right against exploitation, but if the evil did not go that far, or fell short of what the articles prohibited, it was still possible to invoke the Constitution as such. The amendment of the Preamble was therefore a matter of supreme importance to the working class, for the concepts of common good and welfare State ushered in the concept that pay or emoluments of an employee were not merely personal to him but had an element of social content. To say the least, it justifies, if any justification is necessary a reappraisal of the factors which should go into pay determination.

7.17. We may as well refer here to the "*Directive Principles of State Policy*" contained in Part IV of the Constitution. Article 38 thereof directed that the State shall strive to promote the welfare of the people by securing and protecting as effectively as it may a social order in which justice, social, economic and political, shall inform all the institutions of the national life. But as was stated in article 37, the provision could not be enforced by any court even though the principle was fundamental in the governance of the country, and the State was enjoined to apply it in making laws. After the amendment to the Preamble, there was nothing to inhibit a citizen from seeking redress on the ground that what he was asking was his due in a "*Socialist*" State.

7.18. The Third Pay Commission took note of the concept of equal pay for equal work as a principle for determining the salaries of government employees and considered the provisions of clause (d) of article 39 in the Directive Principles part of the Constitution. They directed their attention to the question of "*fair comparison*" - particularly with reference to the public sector undertakings - and found that they were "*faced with a dilemma*". We shall return to that part of the matter later. Our purpose here is to point out that the Third Pay Commission did not deal with the direction about "*living wage*" for workers, contained in article 43. They made a reference to Hindustan Antibiotics|| to say that the concepts of minimum wage, need-based wage, fair-wage and living wage, though accidentally evolved in industrial adjudication relating to industries born in the private sector, applied equally to industries in the public sector, and that the directive principles of the Constitution did not countenance the invidious distinction which was sought to be made on the basis of the character of the employer. If we may venture to say so, the direction in article 43 is more far reaching.

*[1973] *supp 1. S.C.R.* **[1983] 1 *S.C.R.* 1000. p.1023 *** [1983] 2 *S.C.R.* 1165. p. 189

¶ [1967] 1 *S.C.R.* 652

The article provides as follows, -

"43. Living wage, etc., for workers, - The State shall endeavour to secure, by suitable legislation or economic organisation or in any other way, to all workers, agricultural, industrial or otherwise, work, a living wage, conditions of work ensuring a decent standard of life and full enjoyment of leisure and social and cultural opportunities and, in particular, the State shall endeavour to promote cottage industries on an individual or co-operative basis in rural areas."

The State has thus been directed to endeavour to secure a living wage and conditions of work ensuring a decent standard of life, etc. to all workers.

7.19. It is true that, as we have said, article 37 of the Constitution says that such a direction shall not be enforceable by any court, but the directive principles, all the same, have their own importance. As has been stated in Constitutional Law of India by H.M. Seervai, third edition, at page 1577, the *"principal object in enacting the directive principles appears to have been to set standards of achievements before the legislature and the executive, the local and other authorities, by which their success or failure could be judged."* Seervai has referred to Sir B.N. Rau's article in The Hindu of August 1948 which described Directive Principles as *"moral precepts."*

7.20. Dealing with the practical consequences of ignoring the directive principles, Seervai* has stated as follows, -

"The practical consequences of directive principles being ignored or not being properly, or wisely applied would be, first, that the people of India would be deprived of the benefit which an application of the directive principles in framing laws and in taking executive action, were intended to confer on them. Secondly, running through the discussions on directive principles vis-a-vis fundamental rights is the idea that if people lost hope because the promises of improvement in their lot held out to them in the directive principles had not been fulfilled, the Constitution would be subverted."

7.21. As has been stated by Granville Austin in his book *"The Indian Constitution : Cornerstone of a Nation"*, *"The Fundamental Rights and Directive Principles had their roots deep in the struggle for independence. And they were included in the Constitution in the hope and expectation that one day the tree of true liberty would bloom in India."* When that day would dawn, will depend on the moral character and sense of duty of persons to whom the directives have been addressed.

7.22. The direction of article 43 is therefore of great value. It is true that as has been held in Reserve Bank Employees Association v. Reserve Bank, ** *"our political aim is 'living wage' though in actual practice living wage has been an ideal which has eluded our efforts like an ever receding horizon and will so remain for some time to come."* It has further been pointed out in Standard Vacuum Refining Co.,*** that the *"concept of a living wage is not a static concept; it is expanding and the number of its constituents and their respective contents are bound to expand and widen with the development and growth of national economy."* But it is nonetheless a concept which is capable of achievement one day. We content ourselves by saying that the directive in article 43 for *"securing"* a *"living wage"* is an endeavour which the State must make. However elusive the goal or the objective, it is the duty of the State to try to reach it, or at least to make an honest and persistent effort to inch towards it. It will be recalled that even when our Constitution was in draft stage, the Committee on Fair wages referred to the preamble to the Constitution of the International Labour Organisation which laid stress on the need to provide a *"living wage"*, and said that our own draft Constitution enjoined the State to secure it, so that the attainment of the living wage was our own objective. It should therefore inspire our effort whenever and wherever the question of emoluments for the workers arises for consideration. As the Third Pay Commission was required by the terms of its reference to examine the employees' demand for a need-based minimum wage based on the recommendations of the 15th Indian Labour Conference, it devoted a whole chapter (Chapter 6) to its

* Constitutional Law of India, H.M. Seervai p. 1617, paragraph 17.53.

** [1966] 1 S.C.R. 25, p.48

*** A.I.R. 1961 S.C. 895

determination and kept in view the low per capita income of the country, the acute unemployment situation, the state of the finances, and considered it supremely important that the "*maximum restraint*" should be exercised in devising the new pay structure. As our terms of reference are different (to the extent mentioned earlier), we have ventured to examine the concept of pay determination within their confines, with a desire, wherever necessary, to improve the lot of the employees.

7.23. It may be mentioned that, as was stated by the Finance Minister in his speech in the Lok Sabha on February 28, 1983, to which reference has been made earlier, changes have taken place in the "*conditions*" in several respects. The employment under the central government has grown steadily larger. Changes have also taken place in the relativities in the emoluments of the employees of departments inter-se and also vis-a-vis other employees. Several State governments have substantially revised the pay scales and other benefits of their employees. These are other reasons why it is necessary for us to reappraise and redetermine some of the factors to be taken into consideration in the task of pay determination.

7.24. As is well known, next to rainfall, the most important factor contributing to the happiness of people in our country is efficient administration. And that cannot be secured without a satisfactory pay system. Equally well known is the fact that a pay system involves expenditure, for the cost of employees is the product of their numbers and their pay. So higher emoluments in a developing country like ours, can be worked out and come within reach by reducing the number of employees wherever possible. That is, however, an exercise which we cannot undertake for it may well be said to relate to the domain of administrative reform. But, even so, we cannot refrain from observing that, speaking generally, there are more employees than necessary in several departments and offices of the central government. A careful exercise has therefore to be undertaken to reduce the surplus staff in the best manner so that some funds may be available to meet a part of additional expenditure to be incurred by government on account of our recommendations. So far as we are concerned, we shall undertake the task of pay determination for all the central government employees on the basis of their existing numbers and we shall deal with the problem of pay determination with the pervading desire to improve administrative efficiency by giving proper emoluments to the employees as far as possible and improving their conditions of work and service wherever necessary.

7.25. The State is no doubt the biggest employer. As has been stated in Chapter 3, the central government employs 40.12 lakh civilian persons. The question whether the State is a "*model*" employer also, has arisen for consideration as it has been raised by some associations.

7.26. The matter was raised for the consideration of the earlier Pay Commissions also. The First Pay Commission took the view that it was too vague a theory to furnish a practical test and that it would "*not be fair to the country to encourage a claim by civil servants to be treated better than their fellow countrymen*". Reference in that connection was made to Tomlin Commission's Report (para 312). But that may not, by itself, be sufficient to reject the contention that the government should act as a 'model employer', for the theory of model employer could always be given concrete shape, and it could always be claimed that the fate of government's employees must not always be tied to the level of the lowest of their fellow countrymen. It may well be said that what a model employer is expected to do is to set the pace in so far as the emoluments and conditions of service of its employees are concerned, or that it is expected to have a look at what is being paid elsewhere. The Second Pay Commission took the view that the concept might expose government to the "*criticism of extravagance*". They also took the view that it was enough if the "*social principles and standards which the government [had] laid down for, or recommended to, employers generally*" were taken into account in determining the emoluments and conditions of service of government employees, but they went on to observe further that the central government could not speak in two voices and, having adopted a particular labour policy, it had to abide by that policy in its own role as an employer. That led the Commission to go to the extent of saying that legislation regarding minimum wages, hours of work, overtime, etc. should be equally binding in government offices as they were outside. The Third Pay Commission pointed out that the wide gap in emoluments between certain categories of central government employees and employees of "*reputed concerns*" in the private sector may not be closed having regard to the government's resources. They therefore agreed with the view taken

by the First Pay Commission and rejected the "*model employer principle*". They held that government could certainly try to attain the more modest objective of being a 'good employer'."

7.27. As we have said, it is not possible for us to agree with the reason given by the First Pay Commission for rejecting the suggestion that government should act as a model employer. We are also unable to agree with the view of the Second Pay Commission that the concept of model employer was linked with higher wages or salaries or that government was necessarily bound by the labour policy for outside employment. A model employer need not necessarily pay higher wages than other good employers.

7.28. "*Model*", in the sense in which it is being used here, means a "*standard, pattern, of excellence, an example, copy, to be followed and imitated*". A 'model' is therefore above the ordinary, or above that which is the minimum, or higher than what others are content with or what is good enough to serve their purpose. The concept of superiority inheres in that which is held out as a model. In that sense, the concept of a model employer may, to say the least, borrow from the elusiveness of the concept of living wage to which we have referred earlier. It may in fact well be said that a model employer is expected to fulfil the direction of article 43 of the Constitution for securing a 'living wage' and conditions of work ensuring a decent standard of life and full enjoyment of leisure, etc. The concept is therefore ever elusive for it advances, as it should, with the prosperity of the economy or the State : That being so, there is no escape from the conclusion that, as things stand at present, the principle of model employer is difficult to adopt as concept for determining the pay of central government employees. There is, however, no reason why the State should not play the role of a good employer in the field of pay determination, for a dispensation or a role which is not a 'model' may still be good in the circumstances in which it is expounded or undertaken, and serve the purpose.

7.29. 'Pay determination' is a mixture of the effort to settle the principles as well as the system on which it is based and implemented. The need for it arises for the simple reason that without it the normal rule of supply and demand would operate harshly in a developing economy like ours - particularly as the central government is virtually in the position of a monopolist employer in several fields, in an overflowing labour market. If the inexorable law of supply and demand were to operate, the employer, in a country like ours, would give no more than starvation wage to as many as possible. Our predecessor Commissions were aware of that possibility and took care to guard against it by applying the necessary brakes in the application of the conditions of supply and demand. But why should the State think of applying the brakes ? The answer is that it wants to look to the welfare of its people and to safeguard it as much as possible. And the more advanced a State is, the more it provides for the welfare of its people. The desire to provide more and more protection or welfare measures, leads to the evolution of finer concepts like minimum wage, need-based minimum wage, fair wage and living wage, hours of work, equal pay for equal work, grant of bonus, provision of incentives and the development of a national consciousness for an all out national effort to secure "*justice, social, economic and political*" for which our people had resolved to constitute our country into a Socialist State. All this, and more, has been set out in Crown Aluminium Works* and Standard Vacuum Refining Company. ** Wage structure has acquired a socio-economic aspect because of the advent of the doctrine of Welfare State. It is therefore necessary to examine the principles, or considerations, or factors as we have called them, which should determine the pay of the State's own employees.

7.30. As we have said, the central government is the largest single employer in the country. In that sense, it is often considered a pace setter of the pay philosophy of the country. At any rate the impact of the pay structure of the central government is felt on the pay structures of State governments, local bodies, autonomous institutions and public sector undertakings, etc. This is yet another reason why the factors for pay determination should be satisfactory and should not operate to the detriment of the other employees or the employers, and should be fair and just. In fact, as our terms of reference require, what we are able to recommend should have regard to the prevailing pay structure under the public sector undertakings and State governments, etc., and the

* AIR 1958 S.C. 30 . ** AIR 1961 S.C. 895.

economic conditions in the country, apart from government's resources and demands like those on account of developmental planning, defence and national security.

7.31. As is well known, some private sector undertakings offer emoluments and terms and conditions of service which are quite attractive. When such offers come from reputed firms or companies of considerable standing, they are able to attract some of the best available talent in the employment market because government with its other weighty responsibilities and constraints, is not able to compete in that market. It may be that our terms of reference do not specifically require us to consider such a situation, or to have regard, while making our recommendations, to the prevailing pay structure in the private sector undertakings, but a Commission such as ours cannot disregard it altogether. What importance or weight we attach to it, is a different matter, and is for our judgment. But the extent of the impact of those higher or more attractive terms on the standard of the public administration, is a matter to ponder over - particularly the possibility of its corroding or diminishing the standard of the administration. The Third Pay Commission examined this aspect of the matter and we think it will be enough if we were to extract the following observations in paragraph 70 of their report, -

"A dispirited public service can never be expected to function satisfactorily and to rise to the occasion, when a crisis occurs. It should not be forgotten, as pointedly referred to again by the Priestley Commission, that the process of deterioration arising from a sense of grievance on the part of the staff may be a slow one, particularly in a service with high traditions. By the time the tendency manifests itself, irreparable damage

may have been done. We may add that because of the cadre system, the full impact of deterioration in the calibre and the competence of the new recruits will be felt by the country after a time lag of 20-25 years, when they will be moving to the top and playing a vital role in the governance, of the country, as during the interval, their senior colleagues may be shouldering the burden. At that stage, restoration of administrative standards, may be well nigh impossible in the short time, as public servants in the top echelons take time to train and to mature".

The pay structure has therefore to be satisfactory all through and has to be formulated on a consideration of all the relevant factors.

7.32. At the same time, it is necessary to revise the pay scales as and when necessary. The aim of such revision is not only to take note of changes that may have taken place in the relevant facts and circumstances bearing on pay scales, but also to rectify or fill any errors or omissions that may have occurred in the earlier pay determination. Where pay revisions are announced at specified periods of time, that gives hope to the employees who can look forward to a better deal on the next occasion. Periodic revision or review of pay scales thus serves to avoid conflict with the employer and enables the employees to prepare, with the reasonable hope that their grievances and claims would be gone into once again in a determined and honest manner. It generates the sense that there is hope for them in time to come and that it would be unnecessary to take the path of agitation or confrontation. The terms of reference of such review bodies are often decided in consultation with representatives of employees so that matters agitating their minds, or of particular interest to them, may fall within the purview of the review body and be adjudged in a satisfactory manner.

7.33. But what is satisfactory, is a subjective as well as an objective concept. It is subjective in the sense and to the extent that what is satisfactory from the employee's point of view may not be considered satisfactory by the employer even on an honest appraisal of the matter. It is objective in the sense that employees and employers having balanced, fair and honest view points and approach, can always agree on the basic or more important points which go into the determination of pay structure. We are here concerned with the objective concept.

7.34. As has been succinctly put in "Pay Policies for the Future",* "Pay determination is complex. Economic forces have to be perceived, interpreted and translated into decision". The complexity of the task gets further compounded where the pay body has to deal with a large number of different, and often divergent services and posts. But what may be said

* Pay policies for the Future, p. 132 (Ed. by Derek Robinson and Ken Mayhew)

to be the "three major requirements of a sound pay system, as stated in the Handbook** of Civil Service Laws and Practices", are inclusiveness, comprehensibility and adequacy. The Third Pay Commission dealt with them at length and we need not examine these characteristics of a sound pay structure again, beyond saying that we have taken them into consideration all along our effort to find suitable pay scales for employees of the central government. But given the three major requirements, the question is what should be the proper wage and, more fundamental still, what should be the yardstick for determining pay.

7.35. As a first finding, it may be quite fair to say that pay should equal the value of the work done by the employee. But our Constitution does not provide for it either by way of a fundamental right or as a directive principle of State policy. All that has been stated in article 39(d) is that the State shall, in particular, direct its policy towards securing "*that there is equal pay for equal work for both men and women*". The scope and meaning of the provision has been considered in *Randhir Singh*** v. Union of India* where, on construing articles 14 and 16 in the light of the preamble and article 39 (d) of the Constitution the Supreme Court has observed that the principle of 'Equal Pay for Equal work' is deducible from them and may be properly applied to cases of unequal scales of pay based on no classification or irrational classification though those drawing the scales of pay do identical work under the same employer. At any rate, it cannot be gainsaid that the requirement that pay should be equal to the value of the work, is a truism which should, speaking broadly, hold the field.

7.36. But how is value of work to be determined? It can be examined in relation to the value assigned to another man's work of a similar nature or, speaking more precisely, by comparison with that other man's work. Or it may be determined in absolute terms. The former mode contains an element of objectivity, while the latter is subjective. The method of comparison is therefore likely to give more satisfaction, and has been the subject of scrutiny for quite some time.

7.37. As far back as 1931, the Tomlin Royal Commission of U.K. stated that they were satisfied that broad general comparisons between classes in the service and outside occupations are possible and should be made. In 1955, the Priestley Commission* recommended that civil service pay should be based on the primary principle of "*fair comparison with the current remuneration of outside staffs employed on broadly comparable work, taking account of differences in other conditions of service*". The Fulton Committee**, while proposing a "*new struture*", reiterated the principle as follows, -

"The pay for posts should continue to reflect the rate for the job on the basis of fair comparison with market rates for jobs of comparable responsibility and authority outside the Service".

7.38. The White Paper*** of 1969 in U.K. was critical of the use of comparisons by themselves as grounds for increasing wages and salaries for fear of inflationary result. The Third Pay Commission **** took note of all those developments and recommended that disproportionate importance should not be given to private sector salaries and went on to observe as follows, -

"We think that the uncritical use of such comparison without considering the work content and the totality of the prevailing circumstances would be unjustified ... the tendency for such wage increases to touch off further increases by a process of 'leap frogging' is real".

7.39. We have had the advantage of all these studies and views. In addition, we have looked into the report of the Megaw Committee which inquired into civil service pay in U.K. and gave its report in 1982. Commenting on the "*pay research system*" as the basis of the primary principle of comparison, the Megaw Committee ¶ said as follows, -

... the primary principle of fair comparison no longer appears capable of sustaining virtually by itself a civil service pay determination system. This is not to say that fair comparison has no part to play. It has a part, but not the completely dominating part that it had under the pay research system".

** U.N. 66 II. H.2 ***AIR 1982 S.C. 879 * AIR 1982 S.C. 879 ** The Civil service, Vol. I,p.70

*** Comand No. 4237 paragraphs 90 and 95 ****Report of Third Pay Commission, Chapter 5, paragraph 68
¶ Inquiry into Civil Serdvice Pay, Vol. I, paragraph 86

"After referring to the importance of 'internal relativities', the requirement of recruiting and retaining an efficient staff, the financial and economic restraints, the management needs, the inflationary effect on pay of the comparison based system, the Megaw Committee ¶¶ concluded its views like this, -

"For the reasons we have given we have concluded that the way in which the pay research system made and used pay comparisons contained a number of important flaws. We have also concluded that the system based almost exclusively on the principle of fair comparison is no longer adequate to achieve the Priestley Commission's aim of civil servants' remuneration being thought to be fair by themselves and by the community they serve. It is inadequate both because comparisons do not admit of the precision aimed at under the pay research system, and because the system failed to make provision for a number of factors which are now seen to be important aspects of the remuneration of civil servants, and therefore of its fairness."

The Megaw Committee gave its reasons for its further finding that civil service was a "very different" kind of organisation and the pay determination system for that service must "differ in important respects from those prevailing in the private sector". Comparisons are hard to make, because of the difficulty of comparators and the recourse, unwittingly, to the subjective element. While therefore comparisons are useful, they have a limited purpose and applicability. With this reservation, we propose to make use of 'comparison' as a factor for pay determination as far as possible.

7.40. Another consideration in determining pay is the level of productivity of the post or service. As is obvious, increase in emoluments has to be justified by those who ask for it, and one justifiable basis for the demand can be any claim for higher productivity. But while such a basis is often considered satisfactory for employments where productivity can be measured or is capable of being ascertained, it would not work in the case of government's administrative machinery where that is obviously not possible. As is noticed easily, there is considerable difference in the nature of employment in the private sector, the public sector and the government. The objectives behind each one of these is appreciably different and that brings about substantial change in the attitude of the employer and the employee as well as the outturn of work. For instance, public service is one real and laudable motive in governmental employment, but an employee in an industrial or commercial enterprise or undertaking is concerned with what he achieves and is able to produce. The employer's attitude is also therefore different. So a method of pay determination which is suitable for one type of employment may not suit the other. At any rate, the concept of productivity linked wages may not suit an employment under the State which is governmental in the sense of being unrelated to a large extent to industrial or commercial output.

7.41. The pay structure of employees cannot therefore be determined by a rule of thumb, or by a formula of universal application. It has to be co-related to the nature and culture of the employment, the degree of satisfaction it generates - both to the employees and to the others -, the totality of what it takes and what it gives to the employees, the resources of the employer, the public assessment and satisfaction with the service rendered, etc. Quite often, the outlook of the employer or the care it takes of the employee's welfare, or its absence, go collectively to determine the remuneration. The decision about pay has therefore to be judgmental and not merely arithmetical or mechanical. It has to be a somewhat subjective decision, but it is based on fair and sound evaluation of the relevant data with the fairest possible mind. All in all, the factors which go in the determination of pay have to be reasonable if the result is to be satisfactory to all concerned.

7.42. Having expressed our views on the general aspects of pay determination, we shall proceed to mention some simple and broad factors which appear to be satisfactory and adequate for our purpose.

7.43. As has been said time and again, the pay of a post should be such as to attract persons of the required qualifications and calibre to fill it. A lesser bargain would be disadvantageous

immediately as well as in the long run. But the element of pay would not, by itself, be decisive of what government has to offer at the counter. Fringe benefits like allowances, facilities, terminal benefits, all go to make up the pay packet. Then there are the other conditions of service like security of tenure, the welfare measures adopted by the government for the benefit of its employees which are of considerable value. Even the social status or regard which the employment carries in society, or the authority of the post, may weigh with a candidate in making his choice.

7.44. The pay should be sufficient and satisfactory enough to motivate the employee for the efficient performance of his duties and responsibilities with a sense of rectitude. Efficiency of an employee often reflects the efficiency of the administrative wing to which he belongs. It is in government's interest to make him contented so that he gives his best in his field of service and discharges his duty honestly. A dishonest employee not only sells his authority away, he sets a wrong example, undermines the value of his office, does injustice to others and very often puts government to financial loss for a pittance.

7.45. At any rate, the remuneration of the employee should be such as not to make him dissatisfied or generate a feeling of deep-seated unfairness so as to drive him to seeking employment elsewhere. He should feel reasonably satisfied with what he gets and not be restive for a change. A dissatisfied person will not like to employ himself whole-heartedly in the discharge of his work and would be wasting some of his time and energy in seeking another employment. The salary should therefore be satisfactory enough to retain him in his job and encourage him to seek his promotional career in his service.

7.46. The salary structure should be coherent and should adequately reflect the substantial differences in the nature and responsibilities of the various posts. It should provide satisfactory incentives to performance and promotion.) The classification of posts should therefore be made carefully. There should be well defined career prospects and employees should feel reassured that they can look forward to promotions, and that, in the meantime, or in addition to satisfactory career prospects, they can, where possible, avail of incentives based on performance. So when an employee enters service, he may have something to look forward to. There is aspiration in a new entrant for brighter prospects and the desire to reach his height would not only prompt him to put in his best, but also to outshine the others. Moreover the coherence of the structure would serve to assure him of what would be within his reach. At the same time, the gradation of the scale on the basis of responsibility of the post, would make it reasonable and compatible with his work and output.

7.47. Another requirement of a satisfactory structure of emoluments is that it should enable the employee to lead simple life at a level or standard considered satisfactory by him and his likes and the society where he belongs. It should not be derogatory to his work and responsibilities. An unduly depressed pay will deprive the holder of the post to which it is attached of a sense of dignity or standing which may often reflect on his efficiency or capacity to deal with others. The level of satisfaction will no doubt differ from grade to grade of service, but unless it is reasonably satisfactory, it will not be conducive to efficient work or provide the social status which goes with government employment. The society also expects or evolves certain norms for adjudging a post, and that should have some relevance to the scale of pay.

7.48. The pay scale has to be such that it may not give rise to a sense of deprivation or frustration in the employee on comparing his lot with his compeers. Even where the emoluments are lesser, it may well be that, taking all the factors or points into consideration, he is not worse off than others. The effort should be to provide, as far as possible, comparable emoluments for comparable work.

7.49. Comparability is, of course, no other than determination of pay by reference to what other services are paid. But efforts to rationalise or pre-determine the true components of 'comparability' have not been successful even in England where help from Management Consultants was readily available. Then the other defect of the comparability system is that it is not related to performance. So even though comparability has a role to play in pay determination, the comparators should be chosen carefully and benefits, whether visible or invisible, and whether during or after service, should be quantified and an overall and just judgmental view taken of the end product.

7.50. We have dealt with the criterion of comparability earlier and how it is not satisfactory as an absolute factor for fixing the governmental pay structure by comparison with that prevailing in the private sector. The reason is that, speaking generally, a market price cannot, normally, be assigned to the value of work in the public services. But comparisons should nonetheless be used in determining pay of government employees although they should have a much lesser value or influence than is claimed for them as a "traditional" argument for pay increase. We may refer here to the view expressed by the Megaw Committee in its report of the inquiry into the principles and the system by which the remuneration of the non-industrial civil service should be determined that "*the pay determination system for the civil service must, in our view, differ in important respects from those prevailing in the private sector*". We shall deal with comparisons with public sector jobs in a separate chapter.

7.51. But pay scales are not decisive of what the employees receive as their real emoluments. The sum total of all the benefits received by the employee should therefore be added up to work out what he gets. Thus direct and indirect benefits like allowances (of various types), housing facility or allowance in lieu thereof, educational facilities for children, medical facilities, terminal benefits and other welfare measures should go to make emoluments a comprehensive packet. Wherever necessary, such payments and facilities may be increased or suitably revised from time to time.

7.52. The effort should be to generate in the employees a pervading feeling that he is serving an employer which has a genuine desire to look after him not only during the tenure of his employment but thereafter also. An employee who feels that the employer cares for his welfare, will feel contented and secure and give his best to his service. So also, the employee should have the feeling that if his job has any genuine special difficulties, problems or hazards, they will be looked after and remedied or compensated as far as possible.

7.53. Another, and a more important assurance to the employee should be that his emoluments will not erode by increases in the cost of living, and government will make an effort to provide as much relief as possible when the degree of tolerance is exceeded. Failure to do so will give rise to a sense of insecurity in the employee for he will not know what the future has in store for him, by dint of factors and circumstances, and their interplay, over which he has no control, by way of increase in the cost of living by inflation. To save him from that predicament, consumption has to be provided for not only in the present but also in the future. It is also necessary that a scientific and defined formula for it should be formulated well in advance. Not to do so will, in practical terms, amount to unjustified depression of pay scales, thereby giving rise to a kind of pay revision which is wholly to the disadvantage of the employee and was not within the contemplation of parties.

7.54. It has not been possible for us to ascertain how many pay scales were in existence when the First Pay Commission was set up, but we know that 156 scales of pay were recommended by that Commission. It so happened, however, that there were 517 pay scales when the Second Pay Commission was constituted and that Commission reduced the number to 140. Once again, the number of pay scales rose, and this time to 536 when the Third Pay Commission was appointed, and it reduced the scales to 80. It will thus appear that all the earlier Pay Commissions thought it necessary to reduce the number of pay scales, and did so with much effort and care. But the number rose every time, after the Commissions' reports. It cannot be doubted that the earlier Commissions rightly thought that the number of pay scales had to be rationalised and reduced where necessary, but we are constrained to say that the number was allowed to rise each time. In our case, we find that instead of the 80 pay scales recommended by the Third Pay Commission, there are 153 pay scales in existence today.

7.55. That led us to wonder whether there was something so defective or unwise in the concept of reducing the pay scales that it was given up or, in fact reversed, after each Pay Commission had turned its back on the work. The increase was mainly in respect of posts in the Assam Rifles under the Ministry of Home Affairs for which the Third Pay Commission did not make any recommendations, and for the Coast Guard under the Ministry of Defence which came into existence after the Third Pay Commission. For these organisations, 44 scales were prescribed. In addition 29 scales were introduced for about 42,000 posts in different organisations under central government and another 9 scales for posts in the Union Territory administrations.

7.56. This makes it clear that the increases were not made on account of disagreement with the effort to minimise the number of pay scales. We have therefore thought it desirable to pursue the effort of the earlier Pay Commissions in reducing the number of pay scales, for that appears to be necessary to rationalise and simplify the pay structure as much as possible.

7.57. It may be worthwhile referring to the following view expressed in the matter in the "Handbook of Civil Service Laws and Practices",* -

"A few grades with clearly defined differences of responsibilities, corresponding to different scales of pay, will be acceptable, but posts graded and paid differently yet without discernable differentiation of duties can have an adverse effect on morale... A further source of trouble is that if grades do not relate to recognizable difference in duties, departmental applications for regrading multiply, and central control of regrading becomes impossible".

Grades often lead to the creation of scales of pay and what holds good as a criterion in the case of scales of pay.

7.58. The question of disparity ratio between the minimum and the maximum pay is also important. The maximum pre-tax salary in our country in 1947-48 (First Pay Commission) and 1969-60 (Second Pay Commission) was Rs.3,000/- in the case of the central government employees. It was raised to Rs.3,500/- in 1965 and that was maintained by the Third Pay Commission. The minimum salary was Rs.55/-, Rs.80/- and Rs.196- on implementation of the reports of the previous three Pay Commissions. The disparity in pay (post tax) which was 41.2 in 1947-48, 28.5 in 1959-60, and 11.9 after the Third Pay Commission report will be reduced to 9.15 with reference to the pay scales recommended by us. We are of the view that an effort should be made not only to reduce the number of pay scales, but also to reduce the disparity between the minimum and the maximum scales of pay.

7.59. But pay scales may not always be enough to fit in every kind or category of employment. We think that a suitable system of 'special pay' or allowances can take care of such cases. It is, at the same time, necessary that the benefit should be kept to the minimum, otherwise it will distort the pay scales themselves.

7.60. Then there should be a system of performance - related pay at all but the most senior levels of service. This was recommended by the Megaw Committee.* The increments in scales of pay may thus be admissible only to those who give fully satisfactory service. For this purpose, the definition of satisfactory service may be provided in the Service rules. Staff market "not quite adequate" or "unsatisfactory" should not receive increments. And an employee who gives consistent excellent performance should be considered for a limited number of non-pensionable cash benefits or increment at double the rate. Reference in this connection may also be made to the Report of the Study Group on wages, incomes and prices. A suitable and defined criterion may be formulated for performance evaluation including such factors as improved output, efficiency, quality of work, reduction of paper work, saving in cost, timing of performance, achieving of targets, etc. Such ratings may be made annually by a committee of officers. The necessary steps may be taken to ensure that the ratings are done objectively and fearlessly. We also strongly support the view of the Third Pay Commission that even though in the governmental sector the bulk of employees are engaged on administrative and regulatory functions "where the link with productivity is extremely tenuous", "government can, and should, forge stronger links than are prevalent now between the performance of a government employee and the pay he draws". Not much attention has been paid to this suggestion, and we strongly urge that this should be done now so that employees may realise that the only way to make a success of their career is to give their best to the service.

7.61. A pronounced, objective and well-defined policy of promotion can also go a long way in adding to the weight of the pay structure. After all no government employee thinks of retiring from the post from which he starts. Even if the initial pay is not attractive enough, but the prospects of

* U.N. 66 II. H.2, page 49.

advancement are satisfactory, he will join and work for the future. Promotion is therefore really a concept in the structuring of pay scales. We hold so dearly to the concept that we recommend a regular right of appeal where a promotion is refused. We shall return to it in a separate chapter.

7.62. It is the product of history that no pay structure is accepted today as satisfactory if it disregards, or has the effect of undoing, what has come to be known as 'internal relativities'. The Priestley Commission** gave 'fair comparison' the greatest importance and treated it as the primary principle, treating 'internal relativities' including vertical and horizontal relativities, as secondary. Broadly speaking, internal relativities reflect the functional relationship between grades or classes having regard to their duties, qualifications and the value of work. When the Megaw Committee was set up to inquire into civil service pay in U.K. in 1981, and was charged with the duty to consider and make recommendations on the principles and the system for determination of remuneration, it reported *** that Priestley's 'primary principle' of fair comparison was not capable of 'sustaining virtually by itself' a civil service pay determination system although it had a part to play in it. It attached greater importance to internal relativities and dealt with its importance at length.

Its main suggestion**** was as follows, -

"We suggest that the means of adjusting internal relativities will be provided by the pay bands, "benchmark" jobs and job evaluation which we have proposed for use in making comparisons. The introduction of pay bands on the basis of present relativities would establish the initial point of reference. The 'benchmark' jobs would be selected and evaluated with an eye on their use as indicators of job weight in grades and pay bands when questions of changing relativities arose. Normally relativities within pay bands would remain constant from year to year, the pay of all grades in the band moving in step".

There is much in what the Megaw Committee has reported. Employees, it seems, are enamoured of 'internal relativities' and have sometimes pressed for their pre-emptive consideration as a factor in pay determination. We are not convinced that this should be the foremost consideration. What we consider satisfactory is to give proper consideration to well established, rational and coherent internal relativities and to uphold them where necessary. We do not, however, think that where there are other important considerations, the relativities should be decisive of the scale of pay to which the employee will be entitled. It has to be appreciated that where an effort is made to reduce the scales of pay, it sometimes becomes inevitable that internal relativities should be affected, but we will like to maintain them as far as possible.

7.63. We may as well mention that during our study of the work and problems of our Commission we found that there were a few rare cases where relief to an employee was not likely to be available under the existing rules, regulations or instructions. We have considered ourselves free, in such cases, to suggest suitable remedial action even if it relates to a single individual, subject, of course, to the basic requirement that there are good and adequate reasons for doing so and those reasons are set out in the recommendation.

7.64. It has to be remembered that public employment has a place and importance of its own in a democratic and republican set up, for there the entire machinery of the government functions for public welfare and not for the benefit or convenience of any person or persons. Our Constitution deals with certain important aspects of public services including the emphasis on equality of opportunity in matters of public employment (Art. 16), and a whole Part (XIV) deals with services under the Union and the States. Public employment has to abide by that mandate. There is no room, in the administrative set up of a country like ours, for posts being created or held for the benefit of an employee or class of employees. Every public office or post is for public good and service, and should be created, filled and held on that basis. It is equally necessary, for apparent reasons, that no post should be created, filled or held unless it is necessary and useful. That is why there is a whole system of creating and maintaining a cadre of posts where, under the service rules,

* U.N.66 II.H.2, page 49.**Royal Commission on the Civil Service paragraphs 87 and 112.

*** Inquiry into Civil Service Pay, Vol.I, paragraph 78 ****Inquiry into Civil Service Pay, Vol.I, paragraph 198

the number of posts is specified. We find, however, that some posts have been created and filled for other considerations, or in excess of the cadre strength. It has been admitted before us by official witnesses of several State governments that posts like those of Director General of Police have been created in excess of the prescribed number as ex-cadre posts or as temporary additions to cadre posts. Several reasons have been given for such a development. For instance, we have been told that some posts in the scale of pay prescribed for Chief Secretary or Director General of Police were created to transfer the incumbent of the post to an equivalent post and fill the post by appointing an officer enjoying the confidence of the government. It was urged that such posts are of great administrative importance and have to be held by persons in whom the government reposes confidence. We have also been told that sometimes a Chief Secretary or Director General of Police had to be displaced because some one, who was senior to him and was on deputation, was reverting and had the reasonable expectation to fill the post held by his junior. Another reason given for proliferation of posts was the so called attempt to relieve stagnation.

7.65. It appears to us, however, that this should not be permissible for at least two basic reasons. Public offices, as we have pointed out, have to be held in the best interest of the public and in accordance with the service rules. It is equally necessary that the importance and authority of the post at the apex should not be diluted or diminished if it has to serve the purpose for which it has been created. If therefore a Chief Minister or the government find that a person holding the post of Chief Secretary or Director General of Police is not doing so with full justification, he may be dealt with in accordance with the relevant service rules. Similarly, if a senior officer has to revert to a State cadre or from an ex-cadre post and is suitable to fill the post held by his junior, there is no reason why the junior officer should not make room for him and go to a lower post. Both the government and the officer have to appreciate that public offices cannot be filled or held on personal considerations. Proliferation of posts is undesirable and should be avoided. Where more posts than one are necessary, action should be taken to increase the cadre strength for strong public reasons by making the necessary amendment in the service rules. We have kept this factor in view.

7.66. The emoluments of the central government employees come out of its exchequer. It can only pay what it has, and that brings into play the factor of 'financial constraints'. Paragraph 3 (4) of our terms of reference in fact expressly provides that we shall make our recommendations having regard, among other relevant factors, to the 'economic conditions' in the country, the resources of the central government and the demands thereon such as those on account of developmental planning, defence and national security. These are therefore the limitations within which the factors for pay determination have to be framed and brought into operation. It may be of interest to point out here that in United Kingdom while the Priestley Commission reported in 1955 and brought into play the primary principle of fair comparison for pay determination, it became difficult to work it and government had to override the Civil Service Pay Agreements which emerged out of the Priestley report or to modify settlements reached under them on grounds of national policy. Income policies intervened. In 1979-80, pay settlements were staged or deferred to contain the cost within cash limits and in 1981 the pay research procedures were suspended. Government finally withdrew from the civil service pay agreements. Government told the Unions that in the prevailing economic circumstances the cash limits on public expenditure would be tightly constrained and that it could not agree to arbitration on the total cost of settlement. That led to conflict and ultimately the 25 years old Priestley system was ordered to be reviewed by a Committee under the Chairmanship of Sir John Megaw.

7.67. The capacity of the employer to pay its employee is therefore a factor to reckon and we have given it due importance and consideration. At the same time, we are mindful of the other basic requirement that the emoluments of the employees should be such as not to impair government's efficiency even in the long run. We have examined the matter in chapter 4.

7.68. But it can also not be gainsaid that the public is vitally interested in the emoluments of its employees. It pays for them and is also the recipient of what the employees give in return. The fairness of the payments has therefore to satisfy a double test. It has to be fair from the point of employees as well as the people they serve.

7.69. We have taken all these factors into consideration in drawing up our recommendations.

VOLUME II

INTRODUCTION

This volume includes chapters 8 to 12. In chapter 8 we have made our recommendations regarding the proposed pay scales for civilian government employees which will apply to all posts except those specified in chapters 9 to 12, and chapter 27 of volume IV where we have made some specific recommendations for revision of pay scales and other related matters. In chapters 9 and 10, we have dealt with some of the posts in central secretariat and ministries and departments and in chapter 11 with certain classes of posts like workshop staff, teachers, and medical staff. Chapter 12 deals with the all-Ind:

CHAPTER 8

PROPOSED PAY STRUCTURE OF CIVILIAN EMPLOYEES

8.1. The existing pay structure for civilian employees in central government is broadly based on the recommendations of the Third Pay Commission. The Commission had recommended eighty scales of pay for civil posts under the central government. The pay structure was related to the index average 200 (1960=100). The minimum remuneration of Rs.185/- recommended by the Commission was modified to Rs.196/- ab initio at the time of implementation of the Commission's recommendations. The Commission did not recommend any change in the then existing maximum salary of Rs.3500/- which was fixed by government in 1965.

8.2. Government employees have been compensated for the increase in cost of living over the index average 200 in varying degrees by the scheme of dearness allowance. With effect from June 1, 1983, government also sanctioned interim relief at the following rates,--

Pay range	Amount of interim relief
Rs.(p.m.)	(Rs. p.m.)
Pay below 300/-	50
300/- and above but below 700/-	60
700 and above but below 1600	70
1600 and above but below 2250	80
Above 2250	100

Subsequently, as recommended by us, interim relief at the rate of 10 per cent of basic pay subject to a minimum of Rs.50/- was also granted to all government employees with effect from March 1, 1985. Taking into account the dearness allowance and the two instalments of interim relief, the minimum remuneration of a government employee is Rs.691.70 at index average 608.

8.3. The general demand of government employees for wage parity with the employees of public sector undertakings has been discussed in chapter 5. While we have not found it possible to accede to the demand, we have kept the pay structure of public sector undertakings in view. The earlier pay commissions had suggested a certain level of minimum remuneration taking into account all relevant factors at the time of their recommendations. It may be useful to indicate the value of the minimum remuneration recommended by the previous pay commissions at index average 608 (1960=100),--

Minimum remuneration	Index to which related (In terms of current index with 1960=100)	Value at Index average 608 (1960=100)	
Rs.p.m.		Rs.p.m.	
First Pay Commission	55	65	514
Second Pay Commission	80	95	512
Third Pay Commission			
i) as recommended	185	200	562
ii) as modified by Government	196	200	596

The minimum remuneration could also be considered in relation to the increase in the per capita national income over the years. The per capita national income (at current prices) went up from Rs.870/- in 1973-74 to Rs.2,344/- in 1984-85 (quick estimates) thereby registering an increase of 169.4 per cent. If the same percentage were to be applied to the minimum remuneration of Rs.196/-, the amount would come to about Rs.528/- in 1984-85.

8.4. The existing minimum emoluments of about Rs.692/- at index average 608 not only provide full neutralisation of the price rise since the report of the Third Pay Commission but also a further increase in emoluments. The existing emoluments of employees under central government at the

lowest level are higher than the emoluments under the state governments. The representatives of the state governments emphasized during discussions that any revision of the minimum remuneration of central government employees will have repercussions on the emoluments of state government employees at this level and this factor should be duly considered by us while making our recommendations. While the central government, as an employer, has responsibility towards its own employees, it has even greater responsibility to improve the lot of the backward and economically weaker sections of society for which adequate resources have to be provided.

8.5. In determining the pay of central government employees at the lowest level, we have taken into consideration the various factors mentioned in the preceding paragraphs. We have also taken note of the prevailing pay structure in different sectors of employment, the economic conditions in the country, the resources of the central government and the demands for development and defence. The other factors for pay determination have been mentioned elsewhere. We have reached the conclusion that salary at the lowest level should be fixed at Rs.750/- per month at index average 608 (1960=100). This average was reached for the period ended December 31, 1985 of the 12 monthly average of All India Average Consumer Price Index Number of Industrial Workers (General). We have taken this as the basis for evolving the pay structure.

8.6. The eighty scales of pay recommended by Third Pay Commission have gone up to 153. there is a general demand from all quarters including staff associations for reduction in the number of scales of pay. The Staff Side in the National Council (JCM) has suggested the following ten scales for groups C and D staff who are at present distributed in about 58 scales of pay,—

1. Rs.950-20-1070-25-1220-30-1370
2. Rs.1000-25-1225-30-1465
3. Rs.1050-25-1150-30-1390-35-1565
4. Rs.1100-30-1280-35-1490-40-1690
5. Rs.1200-35-1410-40-1650-45-1875
6. Rs.1350-45-1620-55-1950-65-2275
7. Rs.1450-55-1780-65-2170-75-2545
8. Rs.1550-65-1940-75-2390-85-2730
9. Rs.1650-75-2025-85-2450-105-2870
10. Rs.1750-85-2175-105-3015

The above scales are related to index 600 (1960=100). The pay scales suggested by the Staff Side in their joint memorandum were related to index 500 and the above scales were proposed by them at the time of oral evidence. The Staff Side did not suggest the manner in which the groups C and D employees in the existing 58 scales were to be fitted in the proposed ten scales and left the matter to be projected by the unions and associations representing various categories of employees.

8.7. The unions and associations have emphasized in their memoranda the importance of horizontal and vertical relativities among different categories of staff as reflected in pay scales in the same department and also between different departments. Even cases of small differences in pay scales which were rationalized by the previous pay commissions have been cited as anomalies requiring rectification. The relativities between major cadres or categories of posts which are based on functional differentiations have to be continued. Any scheme of rationalisation of pay scales by reducing their number will result in broad-banding or grouping of posts in different scales. In such a scheme, some employees may benefit to a greater extent as a result of broad-banding of scales. But then, no exercise in rationalization, within the existing system of overlapping scales, can ensure uniform benefit for all employees. We have, however, endeavoured to maintain the existing relativities between major categories of posts while rationalising the pay scales.

8.8. The central government civilian employees numbering nearly 40 lakh are at present distributed in about 153 scales of pay. this pay structure has evolved over a period of time. However, many of these scales are only marginally different. The representatives of the various ministries/departments with whom we had discussions were also of the same view. Most of the

respondents to our questionnaire were in favour of reducing the number of scales. We have, therefore, attempted to reduce the number of pay scales taking into account the qualifications, duties and responsibilities of posts, functional requirements and other relevant considerations.

8.9. Due to reduction in the number of pay scales, some of the existing scales of pay with different minimum or maximum pay and different rates of increment have been broad-banded and replaced by a single scale. We have tried to ensure that the existing employees do not suffer because of this. In some cases, the introduction of the rationalised pay scales requires re-adjustment to maintain the existing relativities. We have examined such cases in the chapters on the concerned ministries and made our recommendations. In those chapters, we have also dealt with cases where we have found it necessary to recommend a higher pay scale for a post or posts. The revised scales of pay recommended by us in this chapter shall apply to all posts other than those for which specific recommendations have been made by us elsewhere.

8.10. The unions and associations have drawn attention to the problem of stagnation, particularly in scales with shorter spans. Requests have also been made by various sections of the employees for time bound promotions for almost all services and posts. The problem of stagnation is greater for isolated posts where there are no promotional avenues. The revised scales recommended by us have, therefore, been elongated with efficiency bars wherever necessary. It is expected that even some of those employees who are presently stagnating at the maximum of their scales will earn increments for a few years after the introduction of the revised scales. In prescribing the spans for the different scales, we have generally ensured that the entry grades have longer spans than promotional scales. With the elongation of pay scales, there is need for training at different levels. This aspect has been dealt with in chapter 29.

8.11. There is multiplicity of designations in government organisation, without much regard to the duties and responsibilities of the posts. This has given rise to demands for equality in pay scales of posts which have similar designations but are in fact not comparable in terms of duties and responsibilities, qualifications, etc. We suggest that the designations of posts may be standardised so that as far as possible their duties and responsibilities may be duly reflected and designations may be uniformly applicable. When this is done, posts carrying a particular designation will have the same scale of pay in all departments.

8.12. While dealing with rationalisation of pay scales, we have mentioned some categories of posts by way of illustration. These are not exhaustive. In the paragraphs that follow we have discussed various existing scales of pay for different groups of posts and have also indicated the proposed scales of pay for them.

Group D Posts

8.13. Posts in group D which account for about 41.7 per cent of the posts under the central government, are in 18 scales of pay. Eight of these scales of pay are for posts in Assam Rifles and coast Guard which have been dealt with in the chapters on the respective ministries. the remaining group D posts are in the following 10 scales of pay,—

1. Rs.160-2-170
2. Rs.180(fixed)
3. Rs.196-3-232
4. Rs.200-3-212-4-240
5. Rs.200-3-206-4-250
6. Rs.200-3-212-4-240-5-250
7. Rs.210-4-250
8. Rs.210-4-250-5-270
9. Rs.210-4-270
10. Rs.210-4-250-5-290

- (a) Rs.160-2170; (b) Rs.180(fixed); (c) Rs.196-3-232;
 (d) Rs.200-3-212-4-240(Selection Grade)

8.14. The pay scale of Rs.196-232 is applicable to poists of peon, farash, sweeper, mazdoor, helper, chowkidar, mali, unskilled worker, etc. There are, however, two scales i.e. Rs.160-170 and Rs.180 (fixed) which are lower than this scale. The scale of Rs.160-170 applies mostly to under-age employees in the directorate general of ordnance factories, appointed on compassionate grounds, who are not required to put in the same hours of work as regular employees. We have been informed that this arrangement is being reviewed. We recommend that these employees may be allowed the minimum of the lowest scale of pay recommended by us until they are brought over on the regular scale after attaining the prescribed age of recruitment. Posts on pay of Rs.180/- (fixed) are of workers-cum-helpers in the union territory of Mizoram. We have been informed that these workers are now on par with other group D staff in the scale of Rs.196-232 and may be given the same scale.

8.15. A selection grade in the scale of Rs.200-240 is available for some of the posts in the scale of Rs.196-232. The existing scale of Rs.196-232 has a span of 13 years. As opportunities for promotion are not available to many of the posts at this level, a selection grade was provided which, however, has not been applied to all categories of posts. To bring about uniformity, we recommend that all posts in the existing scale of Rs.196-232 and the selection grade of Rs.200-240, where existing, may be merged and given the scale of Rs.750-8-790-EB-10-940. This scale will also apply to posts on pay of Rs.180(fixed).

- (a) Rs.200-3-206-4- 250; (b) Rs.200-3-212-4-240-5-250; (c) Rs.210-4-250;
 (d) Rs.200-3-212-4-240

8.16 There are at present three scales having the same maximum of Rs.250; Rs.200-250 at (a) for posts like daftary, jamadar, gangman, cook, etc., Rs.200-250 at (b) for posts of porter, khalasi (stores), bearer and safaiwala grade A etc. in the Railways, and Rs.210-250 at (c) for a few other posts. The mode of appointment to all these scales is generally by promotion from the scale of Rs.196-232, with a few exceptions for the first scale where some tradesmen are directly recruited. The scale of Rs.200-240 at (d) also covers posts like sample taker, lampman and valveman which are filled by promotion from the scale of Rs.196-232. we recommend that these four scales may be grouped together and given the scale of Rs.775-10-965-EB-12-1025.

- (a) Rs.210-4-250-5-270; (b) Rs.210-4-270; (c) Rs.210-4-250-5-290

8.17. There are two scales starting with Rs.210 and ending with the maximum of Rs.270 but carrying different rates of increments, viz., Rs.210-4-270 and Rs.210-4-250-5-270. The scale of Rs.210-270 at (b) is assigned to a few posts in the union territories only. The scale of Rs.210-270 at (a) is a direct recruitment scale for posts like trolleyman and coach attendant in the Railways and notice server in department of revenue. It is also a promotion scale for posts in the existing scales of Rs.196-232 and Rs.200-250. The scale of Rs.210-290 at (c) was recommended by the Third Pay Commission for semi-skilled artisans. However, this scale is now available for some non-industrial posts also. Having regard to the nature of duties and responsibilities of posts of industrial and non-industrial workers at this level, we recommend that posts in the existing two scales of Rs.210-270 and the scale of Rs.210-290 may be placed in the scale of Rs.800-12-920-EB-15-1070-20-1150.

8.18. The scale of Rs.210-270 also covers posts like postman, mail guard, lineman and wireman in posts and telecommunications departments and constables in central police organisations which have been dealt with elsewhere.

Scales of pay for group C and group B posts

8.19. Posts in group C and group B which account for about 52.6 per cent of the posts under central government are in 87 scales of pay. Of these, 34 scales of pay are for posts in Assam Rifles and Coast Guard which have been dealt with in the chapters on the respective ministries. The remaining group C and group B posts are in the following 53 scales of pay,—

1. Rs.225-5-260-6-308
2. Rs.225-5-260-6-326-8-350

3. Rs.260-6-326-8-350
4. Rs.260-6-326-8-390-10-400
5. Rs.290-6-326-8-350
6. Rs.260-8-340-10-430
7. Rs.290-6-326-8-390-10-400
8. Rs.260-8-340-10-360-12-480
9. Rs.290-8-370-10-480
10. Rs.290-10-350-12-410-15- 500
11. Rs.320-6-326-8-390-10-400
12. Rs.290-8-330-10-380-12-500-15-560
13. Rs.330-8-370-10-450
14. Rs.330-8-370-10-480
15. Rs.330-8-370-10-500-15-530
16. Rs.330-10-380-12-500-15-560
17. Rs.330-10-350-380-15-560
18. Rs.380-12-500-15-530
19. Rs.380-12-500-15-560
20. Rs.380-12-440-15-560-20-620
21. Rs.380-12-440-15-560-20-640
22. Rs.400-15-580-20-900
23. Rs.425-15-560-20-600
24. Rs.470-15-560-20-580
25. Rs.425-15-560-20-640
26. Rs.425-15-560-20-700
27. Rs.530-20-630
28. Rs.455-15-560-20-700
29. Rs.425-15-560-20-700-25-750
30. Rs.425-15-560-20-700-25-800
31. Rs.440-15-560-20-700-25-750
32. Rs.440-20-500-25-750
33. Rs.470-15-530-20-650-25-750
34. Rs.530-20-610
35. Rs.550-20-650-25-700
36. Rs.550-20-650-25-750
37. Rs.550-20-650-25-800
38. Rs.550-25-750
39. Rs.500-20-700-25-900
40. Rs.500-25-750-30-900
41. Rs.550-20-650-25-750-30-900
42. Rs.550-25-900
43. Rs.550-25-750-30-900
44. Rs.650-30-710
45. Rs.650-30-740-35-880-40-960
46. Rs.700-30-760-35-900
47. Rs.740-35-880

- 48. Rs.650-30-740-35-880-40-1040
- 49. Rs.775-35-880-40-1000
- 50. Rs.650-30-740-35-880-40-1200
- 51. Rs.650-45-1100-50-1200
- 52. Rs.840-40-1040
- 53. Rs.840-40-1200

(a) Rs.225-5-260-6-308

8.20. The pay scale of Rs.225-308 is applicable to posts like record keeper, junior gestetner operator, permanent way-mate, cabinman in the railways and some categories of artisan staff which are generally filled by promotion. There are also posts of matriculate constable, security assistant in the intelligence bureau, junior deck-hand in agriculture and co-operation, book-binder in department of culture, etc., for which there is direct recruitment in this scale of pay. We recommend the scale of Rs.825-15-900-EB-20-1200 for all these posts.

(a) Rs.225-5-260-6-326-8-350; (b) Rs.260-6-326-8-350

8.21. There are two scales ending at Rs. 350, viz. Rs.225-350 and Rs.260-350. There are only a few posts in the scale of Rs.225-350 like special record attendant in the department of culture which are filled generally by promotion from the lower scales. The scale of Rs.260-350 covers posts of selection grade postmen, mail overseer and head postmen in postal department which are promotion posts from the scales of Rs.210-270 and Rs.210-290. There are some posts in this scale like junior intelligence officer, grade II in intelligence bureau and tradesmen grade 'A' in atomic energy for which appointment is made partially by direct recruitment of matriculates. Keeping in view the comparability of posts in the scales of Rs. 260-350 and Rs.225-350, we recommend that they may be placed in the scale of Rs.950-20-1150-EB-25-1400.

8.22. The scale of Rs.260-350 is also applicable to skilled workers in workshops and other artisan staff as motor vehicle drivers for which separate recommendations have been made in chapter 11.

(a) Rs.260-6-326-8-390-10-400; (b) Rs.290-6-326-8-350

8.23. The scale of Rs.260-400 is applicable to posts like LDC, typist, cabinman grade I and pointsman grade 'A' in the railways, storekeeper in the Defence Ministry and staff car driver. In many cases, the appointment at this level is by direct recruitment with matriculation as the prescribed qualification. This scale is also presently applicable to skilled workers in the workshops. There is direct recruitment to posts in this scale from amongst those having necessary trade certificate, and promotion from the scale of Rs.210-290.

8.24. The scale of Rs.290-350 is pre-dominantly in the railways for running staff like fireman, assistant driver and driver shunting engine who are promoted from the scale of Rs.210-270 or Rs.260-350. Having regard to the duties and responsibilities of posts at this level we recommend that all posts in the existing scales of Rs.260-400 and Rs.290-350 may be placed in the scale of Rs.950-20-1150-EB-25-1500. For skilled workers and other artisan staff in this scale, we have made recommendations in chapter 11.

(a) Rs.260-8-340-10-430; (b) Rs.290-6-326-8-390-10-400

8.25. Commercial clerks in the railways who were placed slightly above the lower division clerk by the last Pay Commission constitute the bulk of posts in the scale of Rs.260-430. Tracer, laboratory assistant and cable-jointer in Department of Telecommunications are some other categories of posts in this scale. These posts are filled partly by promotion from lower posts and partly by direct recruitment.

8.26. There are a few posts like senior deckhand in the scale of Rs.290-400. We recommend that the two scales viz. Rs.260-430 and Rs.290-400 may be grouped and given the scale of Rs.975-25-1150-EB-30-1540

8.27. The scale of Rs.290-400 is pre-dominantly a promotional scale for the running staff in railways which has been dealt with in chapter 10.

(a) Rs.260-8-340-10-360-12-480

8.28. There are about 2.4 lakh employees in the pay scale of Rs.260-480 mainly in the postal and telecommunications departments on posts like postal assistant, telephone operator, sorter, telegraph assistant and signaller. This scale is higher than the scale of pay of lower division clerk and commercial clerk. A few other categories like drilling assistant in geological survey of India and switch board operator in the Ministry of Defence are also covered by this scale. Keeping in view the large number of posts in this scale, the relativities at this level and other relevant factors, we recommend the scale of Rs.975-25-1150-EB-30-1660 for posts in this scale.

(a) Rs.320-6-326-8-390-10-400

8.29. The scale of Rs.320-400 is available primarily to the workshop/artisan staff in the upper level of the skilled category, the lower level being placed in Rs.260-350, for which we have made separate recommendations in chapter 11.

8.30. The scale of Rs.320-400 is also applicable to driver of heavy vehicle, fireman leading hand under the Ministry of Defence, assistant in mints under department of economic affairs, etc. Appointment to these posts is both by promotion and direct recruitment, the scale of Rs.260-350 being the predominant feeder scale. For posts in the scale of Rs.320-400, we recommend the scale of Rs.1150-25-1500.

(a) Rs.330-8-370-10-450; (b) Rs.330-8-370-10-480; (c) Rs.290-8-370-10-480

8.31. The posts in the scale of Rs.330-480 cover the lower level of highly skilled workshop/artisan staff. These are mostly filled by promotion from the scale of Rs.260-400, and, in a few cases, from Rs.210-290. Some of the other posts in this scale are those of shunting jamadar in the railways, line inspector in the telecommunications department, junior intelligence officer grade I and technician in all India radio, and appointment to these posts is also made by promotion from the scale of Rs.260-350 or Rs.260-400. There is also direct recruitment for some categories of posts. There is another scale beginning with Rs.330 viz. Rs.330-450 at (a) covering a few categories of posts like fire surveyor in the Defence Ministry which are filled by promotion from the scale of Rs.210-270 or Rs.260-400. We do not find justification for continuing this scale for a few posts. We, therefore, recommend the scale of Rs.1200-30-1440-EB-30-1800 for all categories of posts presently covered by the scales of Rs.330-450 and Rs.330-480. There are a few posts in the scale of Rs.290-480 in union territories which have been considered in the relevant chapter.

- (a) Rs.330-10-380-12-500-15-560**
- (b) Rs.330-10-350-380-15-560**
- (c) Rs.330-8-370-10-500-15-530**
- (d) Rs.290-8-330-10-380-12-500-15-560**
- (e) Rs. 290-10-350-12-410-15-500**

8.32. There are about 3 lakh employees in the pay scale of Rs.330-560 at (a). The major category of posts covered in this scale are upper division clerk, senior clerk in railways, accountant and junior auditor under C&AG, auditor in defence accounts and junior accountant in P&T departments. Appointment to these posts is partly by promotion from the scale of Rs.260-400 and partly by direct recruitment for which degree of a recognised university is the prescribed qualification.

8.33. The scale of Rs.330-560 at (b) with the same minimum and maximum but with slight difference in the rate of increments was introduced subsequent to the report of the Third Pay Commission for primary school and other teachers. The scale of Rs.330-530 is also a scale introduced subsequent to the report of the Third Pay Commission. The main posts covered by this scale are railway guards grade C who are promoted from the scales of Rs.225-308, Rs.260-400 and Rs.260-430. The scale of Rs.290-560 covers a few other posts like teachers in the Ministry of Home Affairs and Ministry of Labour, assistant photographer, printer developer and printer grade I in the Defence Ministry, assistant locust warning officer and deputy forest ranger in the Ministry of Agriculture and Co-operation and bromide printer in Ministry of Information and Broadcasting. Appointment to these posts is mainly by promotion from the scales of Rs.260-350, Rs.260-430 and Rs.260-400. There is an element of direct recruitment also for which the educational qualification is

matriculation. Like the two scales beginning with Rs.330 which were introduced subsequent to the report of the Third Pay Commission, the categories covered by the scale of Rs.290-560 also comprise posts which are filled mostly by promotion from the scales of Rs.260-400 and Rs.260-430. The scale of Rs.290-500 at (e) covers a few posts of laboratory assistant in some departments. There are also a few posts in union territories in this scale. We do not find any special feature to justify the continuance of five different scales of pay at this level. We, therefore, recommend the scale of Rs.1200-30-1560-EB-40-2040 for posts in the two scales of Rs.330-560 at (a) and (b) and the three scales of Rs.330-530 at (c), Rs.290-560 at (d) and Rs.290-500 at (e).

(a) Rs.380-12-500-15-530; (b) Rs.380-12-500-15-560

8.34. The scale of Rs.380-560 is applicable to posts of higher level of highly skilled workshop/artisan staff appointed mostly by promotion from the lower level of highly skilled staff in the scale of Rs.330-480 or from the scale of Rs.260-400. The posts of inspector telephone, auto-exchange assistant and transmission assistant in telecommunications department, supervisor (technical) and discharge mechanic in the Defence Ministry, scientific posts like senior observer (Met), junior scientific assistant grade II in Defence (DGI) and senior technician in all India radio are also in this scale. Appointment to posts in these categories are partly by promotion from the scale of Rs.260-350, Rs.260-400 and Rs.260-480 and partly by direct recruitment of those with a degree or diploma. The scale of Rs.380-530 is available for a few posts mostly in telecommunications department for categories like transmission assistant, assistant telegraph master, cable splicer and cable jointer and appointment to these posts is made by promotion, mostly from the scales of Rs.260-400, Rs.260-480 and Rs.330-480. There is a broad comparability in the duties and responsibilities as also the method of appointment for the categories covered by the two scales, viz., Rs.380-530 and Rs.380-560. We, therefore, recommend the scale of Rs.1320-30-1560-EB-40-2040 for posts in the scales of Rs.380-530 and Rs.380-560.

(a) Rs.380-12-440-15-560-20-620; (b) Rs.380-12-440-15-560-20-640;
(c) Rs.425-15-560-20-600; (d) Rs.470-15-560-20-580

8.35. There are two other scales with a starting pay of Rs.380 with the maximum going above Rs.600/- viz., Rs.380-640 and Rs.380-620. The bulk of the posts in the scale of Rs.380-640 are tax assistant in the department of revenue, appointment to which is made by promotion from the scale of Rs.330-560. Certain other posts like senior librarian in all India radio, cipher operator in the department of revenue, instructor (technical) in the Ministry of Defence, finger print examiner in the Department of Railways and junior technical assistant (library) in the national library are also in this scale. Some of these posts are filled by direct recruitment. The scale of Rs.380-620 covers a few other posts like post office and RMS accountant in the department of posts where appointment is made by promotion from the scale of Rs.260-480. There are two other scales which can be considered in this group viz. Rs.425-600 and Rs.470-580.

8.36. The scale of Rs.425-600 is pre-dominantly a promotional scale for categories like assistant central intelligence officer grade II in the Ministry of Home Affairs, tradesman, record keeper and photography re-toucher and litho machine printer in survey of India to which promotion is from the scales of Rs.330-560, Rs.330-480 and Rs.260-430. In some cases, there is also direct recruitment. The scale of Rs.470-580 is selection grade for a few posts of laboratory attendant.

8.37. We think that all these posts can be conveniently grouped together and given a common scale of pay. We recommend the scale of Rs.1350-30-1440-40-1800-EB-50-2200 for posts in the scales of Rs.380-640, Rs.380-620, Rs.425-600 and Rs.470-580.

(a) Rs.425-15-560-20-640; (b) Rs.425-15-560-20-700
(c) Rs.455-15-560-20-700; (d) Rs.530-20-610

8.38. there are two other scales beginning with a starting pay of Rs.425, viz. Rs. 425-640 and Rs.425-700 which are identical except for their span. The scale of Rs.425-640 is the selection grade for posts of postal assistant, telephone operator and telegraph supervisor in posts and telecommunications departments. In the railways, station master, head booking clerk, head parcel clerk and head ticket collector are in this scale and appointment to these is on promotion from the scale of Rs.330-560. The duties of these posts are generally supervisory. The other scale of

Rs.425-700 covers categories like junior engineer in telecommunication, CPWD, etc., head clerk, train examiner and chargemen grade D in the railways and chargemen (Engg.) grade II. Appointment to these categories of posts is by and large on promotion from the scales of Rs.260-480 and Rs.330-560. In some of the categories, however, like junior engineer in telecommunications and CPWD and superintendent in directorate general border roads (DGBR), appointment is also made by direct recruitment. Categories like tradesman grade 'E' and scientific assistant grade 'A' in atomic energy department, senior chargemen in Ministry of Defence are also covered by this scale. The duties of these posts are also supervisory in nature.

8.39. The scale of Rs.455-700 is predominantly for posts of station master, chief booking clerk, assistant yard master, assistant station master in the railways and appointment to these categories is made by promotion from the scale of Rs.425-640 and in some cases from the scale of Rs.330-560. Their duties include inspection and maintenance of service within the assigned working unit and are generally supervisory in nature. Keeping in view the levels from which promotions are made to these posts as also the broadly comparable supervisory duties, we recommend that posts in the scales of Rs.425-640, Rs.425-700 and Rs.455-700 may be given the scale of Rs.1400-40-1800-EB-50-2300. The scale of Rs.530-610 applicable to some posts of laboratory assistant in the railways and union territories has been dealt with elsewhere.

(a) Rs.530-20-630

8.40. The scale of Rs.530-630 which was introduced as a selection grade for primary school teachers subsequent to the Third Pay Commission report has been separately discussed in chapter 11.

(a) Rs.425-15-560-20-700-25-800; (b) Rs.425-15-560-20-700-25-750; (c) Rs.440-15-560-20-700-25-750; (d) Rs.470-15-530-20-650-25-750; (e) Rs.440-20-500-25-750

8.41. The scale of Rs.425-800 covers posts of assistant and stenographer in different ministries/departments, auditor under C&AG, etc. The recruitment is either through competitive examination or by promotion from the scale of Rs.330-560.

8.42. There are three other scales which are segments of the scale of Rs.425-800 and these are Rs.425-750, Rs.440-750 at (c) and Rs.440-750 at (e). The categories of posts covered by the scale of Rs.425-750 are engineering assistant in doordarshan and all India radio, selection grade inspector of telegraph and assistant superintendent (telegraph and telephone) in P&T and stock verifier in railways. The scale of Rs.440-750 at (c) and the scale of Rs.440-750 at (e) are for trained graduate teachers, the scale of Rs. 440-750 at (e) having been introduced subsequent to the report of the Third Pay Commission, appointment to all these posts is partly by promotion from the scales of Rs.330-560 and Rs.425-640 and partly by direct recruitment.

8.43. The scale of Rs.470-750 covers categories of posts like scientific assistant in departments of atomic energy and space, tradesman in the department of space, section controller in the railways, assistant foreman in the department of energy and grade IV officers of the central information service (CIS). Appointment to these categories of posts is mostly by promotion from the level of Rs.330-560 and Rs.425-700. There is also direct recruitment for certain categories of posts like reporter in all India radio, scientific assistant in department of space and for grade IV of CIS.

8.44. Considering the duties and responsibilities of these posts and the fact that promotions to these are made from more or less similar levels, we recommend that all categories of posts presently covered by the scales of (a) Rs.425-800; (b) Rs.425-750; (c) Rs.440-750; (d) Rs.470-750 and (e) Rs.440-750 may be grouped together and given the scale of Rs.1400-40-1600-50-2300-EB-60-2600. In respect of the categories of posts in the scale of Rs.470-750 where graduates in science are directly recruited, we recommend that a suitable higher start may be given in the scale of Rs.1400-40-1600-50-2300-EB-60-2600.

(a) Rs.550-20-650-25-800; (b) Rs.550-20-650-25-750; (c) Rs.550-20-650-25-700; (d) Rs.550-25-750

8.45. There are four scales of pay which start at Rs.550 viz. Rs.550-800; Rs.550-750 at (b); Rs.550-700 and Rs.550-750 at (d). The scale of Rs.550-800 covers posts of control inspector in security press and junior printing supervisor under the department of economic affairs and pattern maker-cum-designer in the handloom directorate, etc. Appointment to these posts is mostly by promotion from the scales of Rs.425-640 or Rs.425-700. The other two scales starting at Rs.550 are

segments of this scale with a shorter span. The scale of Rs.550-750 at (b) is presently available for categories like chargeman grade I and foreman under the Ministry of Defence, chief clerk, deputy station superintendent and office superintendent grade II in the railways and senior telegraph supervisor in P&T. Appointment to these posts is predominantly by promotion from the scales of Rs. 425-640 and Rs.425-700. There is also direct recruitment of degree holders in engineering in a few cases. The scale of Rs.550-700 is predominantly available for categories like driver grade 'A', senior chief commercial clerk, motorman, head draftsman and storekeeper grade II in the railways, office superintendent in P&T and mines surveyor under the directorate of mines safety. All these posts are filled by promotion from the scales of Rs.425-640 and Rs.425-700. The scale of Rs.550-750 at (d) was introduced subsequent to the report of the Third Pay Commission and is available for categories of posts like subedar in mobile civil emergency force under Ministry of Home Affairs and senior artist in CSO; appointment is also by promotion from posts in the scale of Rs.425-700. In the case of subedar in mobile civil emergency force, promotion is from the level of naib subedar in the scale of Rs.380-560. The duties and responsibilities of these categories of posts are comparable, and these are promotional posts for employees in the scales of Rs.425-640 and Rs.425-700 and in a very few cases for employees in the lower scale of Rs.380-560. We recommend that posts in the scales of (a) Rs.550-800; (b) Rs.550-750; (c) Rs.550-700 and (d) Rs.550-750 may be given the scale of Rs.1600-50-2300-EB-60-2660.

(a) Rs.400-15-580-20-900; (b) Rs.500-20-700-25-900; (c) Rs.500-25-750-30-900;

(d) Rs.550-20-650-25-750-30-900; (e) Rs.550-25-900 and (f) Rs.550-25-750-30-900.

8.46. There are a few posts in the scale of Rs.400-900 under the Ministry of Health which have been dealt with in the relevant chapter. There are at present two scales ranging between Rs.500 and Rs.900 viz. Rs.500-900 at (b) and Rs.500-900 at (c) and three scales ranging between Rs.550 and Rs.900 viz. Rs.550-900 at (d), Rs.550-900 at (e) and Rs.550-900 at (f). The scale of Rs.500-900 at (b) is applicable for posts of income-tax inspector, section officer in P&T, railways and all other departmental accounts organisations. Appointment to these categories is almost entirely by promotion, generally from the level of Rs.330-560 and Rs.425-700 on passing the SAS or equivalent examination. The scale of Rs.500-900 at (c) was introduced subsequent to the report of the Third Pay Commission and only a few categories like junior field officer in DGS&D, senior technical assistant in the department of mines, scientific assistant grade B in department of electronics are presently covered by this scale. Appointment to all these categories is partly by promotion from the scales of Rs.330-560; Rs.425-700 and Rs.550-700 and in some cases by direct recruitment. The scale of Rs.550-900 at (d) is also a new scale which was introduced after the report of the Third Pay Commission and presently covers only a few posts like senior stenographer in the railways, and appointment to these posts is by promotion from the scale of Rs.425-700. The scale of Rs.550-900 at (e) is another new scale covering few posts like stenographer grade I in the ministry of defence. These are also promotional posts for stenographer from the scale of Rs.425-700. The scale of Rs.550-900 at (f) is mostly available for the scientific and technical staff in different government organisations. These posts include senior scientific assistant in departments of defence and atomic energy, senior engineering assistant in all India radio and professional assistant in civil aviation, selection grade junior engineer and assistant superintendent post offices in P&T, superintendent statistics in NSO and superintendent grade I in defence. While a majority of these posts are filled by promotion from the scales of Rs.425-700 and Rs.470-750, there is some direct recruitment for posts like senior scientific assistant in defence, professional assistant in civil aviation. All the posts in the scale of Rs.500-900 at (b); Rs.500-900 at (c); Rs.550-900 at (d); Rs.550-900 at (e) and Rs.550-900 at (f) can be conveniently grouped together and given the scale of Rs.1640-60-2600-EB-75-2900.

(a) Rs.650-30-740-35-880-40-960; (b) Rs.700-30-760-35-900; (c) Rs.650-30-740-35-880-40-1040; (d) Rs.740-35-880 and (e) Rs.775-35-880-40-1000

8.47. The scale of Rs.650-960 covers categories like assistant training officer and labour enforcement officer under ministry of labour, scientific officer, assistant personnel officer and assistant accounts officer under the department of atomic energy, administrative officer, grade III and civilian

officer, grade III under the ministry of defence, assistant education officer under the ministry of education. Appointment to these posts is mostly by promotion from the scales of Rs.425-700; Rs.425-800; Rs.550-750 and Rs.550-900. There is also provision for direct recruitment for some posts of labour enforcement officer and assistant education officer. The scale of Rs.700-900 is essentially a promotional scale for posts in the scale of Rs.550-750 like station superintendent, office superintendent, chief ticket inspector, deputy chief controller, chief draftsman in railways and assistant foreman and chief draftsman in defence and office superintendent in the department of revenue. The scale of Rs.650-1040 is applicable to posts of assistant audit officer in the C&AG's office who are promoted from the scale of Rs.500-900. Stenographers grade B in ministries and departments are also promoted to this scale from posts in the scale of Rs.425-800.

8.48. The scale of Rs.775-1000 covers the selection grade posts for categories like section officer (Accounts), inspector station accounts, inspector stores accounts in railways, junior accounts officer in P&T. Appointment to these posts is almost entirely by promotion from the scale of Rs.500-900 and the initial stage of the scale of Rs.775-1000 may not be applicable to those promoted to this scale. In view of this and the similarity in the method of appointment to the posts in these scales, we recommend that the scales of Rs.650-960, Rs.700-900, Rs.650-1040 and Rs.775-1000 may be given the common scale of Rs.2000-60-2300-EB-75-3200. The scale of Rs.740-880 is the selection grade for posts of graduate teacher and the scale of Rs.775-1000 which also is selection grade for teachers have been dealt with in chapter 11.

Rs.650-30-710

8.49. The scale of Rs.650-710 covers posts of resident medical registrar under the central government and the union territories. We recommend that the posts in this scale may be placed in the scale of Rs.2000-60-2120.

(a) Rs.650-30-740-35-880-40-1200 (b) Rs.650-45-1100-50-1200

8.50. There are two scales of Rs.650-1200 with different rate of increment viz. Rs.650-1200 at (a) and Rs.650-1200 at (b). The scale of Rs.650-1200 at (a) is the present standard scale for group B posts like section officer in central secretariat, superintendent excise and customs, appraiser (customs), assistant engineer in P&T, railways, defence and CPWD, junior scientific officer in defence and grade A of central secretariat stenographers' service. The civil and police services (group B) in union territories are also in this scale. Appointment to these categories of posts is both by promotion and direct recruitment. We recommend that the above two scales at (a) and (b) should be merged and given the scale of Rs.2000-60-2300-EB-75-3200-100-3500.

(a) Rs.840-40-1200 (b) Rs.840-40-1040

8.51. The scale of Rs.840-1200 is predominantly a promotional scale for posts in the scale of Rs.500-900, Rs.775-1000 and Rs.650-960 and covers categories of posts like accounts officer in various central government departments, audit officers in the office of the C&AG, public prosecutor in CBI and principal formen in the railways. There is another scale of Rs.840-1040 which is a segment of the scale of Rs.840-1200 and is available for posts like foreman in defence (DGI), controller, shop superintendent, senior inspector and some other posts in the railways. Appointment to these posts is also by promotion from the scale of Rs.700-900 and Rs.550-750 except in the case of foreman in DGI where some posts are filled by direct recruitment. The posts in these scales are the highest group B posts and we are in favour of having a single scale at this level and recommend that the posts in the two scales at (a) and (b) may be given the scale of Rs.2375-75-3200-EB-100-3500.

Scales of pay for group A posts and services

8.52. Group A posts numbering about 70,000 are presently covered by 47 scales of pay. These include three fast-track scales peculiar to the department of atomic energy and two scales in the coast guard organisation which have been dealt with in the relevant chapters. The remaining 42 scales of pay are given below,—

S.No. Scale of pay

1. Rs.700-40-1100-50-1300

2. Rs.700-40-1100-50-1600
3. Rs.900-40-1100-50-1400
4. Rs.1100-50-1500
5. Rs.1100-50-1600
6. Rs.1100-50-1300-60-1600
7. Rs.1100-50-1500-60-1800
8. Rs.1200-50-1600
9. Rs.1200-50-1700
10. Rs.1200-60-1800
11. Rs.1200-50-1300-60-1800
12. Rs.1200-50-1300-60-1900
13. Rs.1200-50-1300-60-1900-100-2000
14. Rs.1200-100-2000
15. Rs.1300-50-1700
16. Rs.1300-50-1800
17. Rs.1500-50-1800
18. Rs.1500-50-1800-100-2000
19. Rs.1500-60-1800
20. Rs. 1500-80-1900-100-2000
21. Rs.1500-100-2000
22. Rs.1500-60-1800-100-2000
23. Rs.1500-60-1800-100-2000-125/2-2500
24. Rs.1600-100-2000
25. Rs.1650-75-1800
26. Rs.1800(fixed)
27. Rs.1800-100-2000
28. Rs.1800-100-2000-125/2-2250
29. Rs.2000-125/2-2250
30. Rs.2000-125/2-2500
31. Rs.2250-125/2-2500
32. Rs.2250-125/2-2750
33. Rs.2500/- (fixed)
34. Rs.2500-125/2-2750
35. Rs.2500-125/2-3000
36. Rs.2500-100-3000
37. Rs.2750/- (fixed)
38. Rs.3000/- (fixed)
39. Rs.3000-100-3500
40. Rs.3250/- (fixed)
41. Rs.3500/- (fixed)
42. Rs.4000/- (fixed)

8.53. About 42,000 group A posts are covered by 49 organised services mentioned in the Annexe 8.1. Recruitment to the Indian Administrative Service(IAS), Indian Police Service (IPS), Indian Foreign Service (IFS) and group A central services like Indian /Audit and Accounts Service (IA&AS), Indian Defence Accounts Service (IDAS), Indian Postal Service (IPS), Indian Railway Accounts Service(IRAS), is through the civil services examination conducted annually by UPSC. Similarly, recruitment to the engineering group of services like Indian Telecommunication Service (ITS), Indian Railway Service of Engineers (IRSE), Indian Ordnance Factories Service (IOFS) and the medical services is made by UPSC through the engineering services examination and combined medical services examination respectively. Appointments to other group A services also follow the general pattern of direct recruitment through UPSC. In respect of some of these services, like Indian Economic Service (IES), Indian Statistical Service (ISS) and the Indian Forest Service (IFS), UPSC holds separate competitive examinations.

8.54. Initial appointment to almost all the services covered by the civil services examination, engineering services examination and combined medical services, examination, and other group A posts is to the junior time scale (Rs.700-1300). Promotion from this scale is to posts in the senior time scale of Rs.1200-2000 for the IAS and IFS, Rs.1200-1700 for the Indian Police Service and Rs.1100-1600 for the remaining group A services/posts. The next two scales of pay of Rs.1500-2000 and Rs.2000-2250 are the junior administrative grade (JAG) and the selection grade (SG) of the JAG for central services. The scale of Rs.2000-2250 is the SG for IAS also. The SG of IPS (police) is Rs.1800-2000, and it is Rs.1650-1800 for the IFS (forest). The posts in the senior administrative grade (SAG) of the Central Services are in two scales of Rs.2250-2500 for level-II and Rs.2500-2750 for level-I. In the IAS the posts in the super time scale are in the scale of Rs.2500-2750. In the IPS (police) posts above the SG are in the scales of Rs.2000-2250 (level-II) and Rs.2250-2500 (level-I). In the IFS (forest) the posts at this level are in the scales of Rs.1800-2000 (level-II) and Rs.2000-2250 (level-I). The next higher level posts in IPS (police) and IFS (forest) are in the scale of Rs.2500-2750.

8.55. There are some exceptions to the general pattern discussed above for group A Central Services. For example, in the Indian Legal Service, the direct recruitment is at the level of posts in the scale of Rs.1200-1600. In the Company Law Board Service and Overseas Communications Service there is an additional level in the scale of Rs.1300-1700 between the senior time scale (Rs.1100-1600) and JAG (Rs.1500-2000). In the Indian Statistical Service and Indian Economic Service, posts above the senior time scale are in two scales of Rs.1500-1800 and Rs.1800-2000. The pattern of pay scales for the Central Health Service, Railway Medical Service and the Indian Ordnance Factories Health Service is also different from the pay structure generally prevailing in group A Central Services.

8.56. As has been mentioned earlier, we have tried to reduce the number of pay scales of group A posts by regrouping them, as discussed in the succeeding paragraphs.

(a) Rs.700-40-1100-50-1300; (b) Rs.700-40-1100-50-1600; (c) Rs.900-40-1100-50-1400

8.57. The scale of Rs.700-1300 is the entry scale for direct recruits in group A organised services and for all other group A posts. Appointments at this level by promotion are mostly from posts in the scales of Rs.650-1200 and Rs.840-1200. The promoted officers generally reach the maximum of the scale soon after promotion as it is only slightly above the maximum of the group B scale. The scale of Rs.700-1600 is applicable to medical officers in the railways and lecturers in some of the training establishments. Posts of assistant professor in Lal Bahadur Shastri Academy of Administration are also in this scale. Majority of the posts in the scale of Rs.900-1400 are under the Ministry of Information and Broadcasting and these are proposed to be given the scale of Rs.700-1300 on formation of the Indian Broadcasting Programme Service. There are also posts of senior public prosecutor in Central Bureau of Investigation in this scale. We are of the view that the entry scale for all group A services and posts should be the same. The existing span of 15 years of this scale needs to be elongated to provide incentive to those who are promoted from group B posts. We therefore recommend that the categories of posts covered by the scales of pay of Rs.700-1300, Rs.700-1600 and Rs.900-1400 may be given the scale of Rs.2200-75-2800-EB-100-4000 which has a span of 21 years.

(a) Rs.1100-50-1500; (b) Rs.1100-50-1600; (c) Rs.1100-50-1300-60-1600; (d) Rs.1200-50-1600; (e) Rs.1200-50-1700; (f) Rs.1300-50-1800; (g) Rs.1100-50-1500-60-1800; (h) Rs.1200-50-1500-60-1800; and (i) Rs.1200-60-1800

8.58. The scale of Rs.1100-1500 covers posts of senior intelligence officer in Intelligence Bureau, accounts officer and senior interpreter in other departments. The scale of Rs.1100-1600 at (b) is the senior time scale for organised group A services and streams and covers about 66 per cent of the posts at this level. The scale of Rs.1100-1600 at (c), introduced subsequent to the recommendations of the Third Pay Commission applies to about 10 posts only. The scale of Rs.1200-1600 is primarily assigned to posts of under secretary in the central secretariat. The scale of Rs.1200-1700 is mainly the senior time scale of the IPS (police). The scale of Rs.1300-1800 is applicable to the post of competent authority in the Land and Building Department in Delhi.

Administration which is filled by promotion from the scale of Rs.650-1200. The scale of Rs.1100-1800 is applicable to divisional medical officer in the railways and development officer in the Ministry of Industrial Development, appointments to which are primarily by promotion from the scales of Rs.650-1200 and Rs.700-1300. Posts of medical specialist (grade-II), which are also in the scale of Rs.1100-1800, have been dealt with separately. There are two scales with identical minimum and maximum pay of Rs.1200 and Rs.1800 respectively. The scale of Rs.1200-1800 at (h) covers a few posts only like those of senior lecturer (science) under DG, Shipping and a few posts in the marine establishments. While appointments to the posts of senior lecturer under DG, Shipping are entirely by promotion from the scale of Rs.700-1300, for other categories of posts in this scale, the mode of appointment is by direct recruitment. The other scale of Rs.1200-1800 at (i) is for one post which is also in the marine establishment. We do not find justification for continuing the existing differences in the starting pay of Rs.1100 for some services and Rs.1200 for others at the senior time scale level. We are of the view that the senior time scale for police, forest, engineering, scientific, medical and other central services should be the same. The senior time scale for IAS and Indian Foreign Service has been considered separately. Taking all factors into account, we recommend that the scales of (a) Rs.1100-1500; (b) Rs.1100-1600; (c) Rs.1100-1600; (d) Rs.1200-1600; (e) Rs.1200-1700; (f) Rs.1300-1800; (g) Rs.1100-1800; (h) Rs.1200-1800 and (i) Rs.1200-1800 may be grouped and given the scale of Rs.3000-100-3500-125-4500

(a) Rs.1200-50-1300-60-1900; (b) Rs.1200-100-2000; (c) Rs.1200-50-1300-60-1900-100-2000; and (d) Rs.1300-50-1700

8.59. The scale of Rs.1200-1900 at (a) is a new scale which was introduced after the report of the Third Pay Commission and is applicable to posts of LReader like those in Lal Bahadur Shastri Academy of Administration. There are two scale with identical minimum (Rs.1200) and maximum (Rs.2000) with different rates of increment. While the scale of Rs.1200-2000 at (b) covers only one post, the scale of Rs.1200-2000 at (c) is predominantly for posts in the senior time scale of IAS and the Indian Foreign Service. It covers the senior time scale and the JAG of central services. Keeping in view the functional requirements of the IAS and the Indian Foreign Service, the senior time scale with a longer span may continue for these services. The scale of Rs.1300-1700 at (d) covers posts in some of the organised services like Overseas Communications Service, and a number of other posts in different ministries. In most cases, these posts are filled by promotion from posts in the scale of Rs.1100-1600. We feel that in the interest of rationalisation of scales it should be examined if this additional level provided by the scale of Rs.1300-1700 could be abolished and merged either with posts in the senior time scale or JAG depending upon the duties of the posts, etc. Until such review, the posts in this scale can be grouped with those in the scales discussed here. We accordingly recommend that posts in the scales of (a) Rs.1200-1900; (b) Rs.1200-2000; (c) Rs.1200-2000 and (d) Rs.1300-1700 may be given the scale of Rs.3000-100-3500-125-5000.

(a) Rs.1500-50-1800; (b) Rs.1500-60-1800; (c) Rs.1500-80-1900-100-2000; (d) Rs.1500-50-1800-100-2000; (e) Rs.1500-60-1800-100-2000; (f) Rs.1500-100-2000; and (g) Rs.1600-100-2000.

8.60. There are two scales with the same minimum (Rs.1500) and maximum (Rs.1800) with difference in the rate of increment. There are only three posts in the scale of Rs.1500-1800 at (a). The scale of Rs.1500-1800 at (b) is available for the Indian Statistical Service, Indian Economic Service, Indian Naval Armament Service, and posts in the Central Revenue Chemical Service. Other posts like senior civilian staff officer in defence, deputy director (communication) and controller of aerodrome in civil aviation department, deputy director (zoology) in department of environment and deputy director survey of India are also in this scale. Appointment to most of these posts is by promotion from the scale of Rs.1100-1600 and also by direct recruitment to some extent. The scale of Rs.1500-1800 at (b) is a segment of the JAG (Rs.1500-2000) and suggestions have been made for uniformity in the scales of pay at this level. Considering the duties and responsibilities of these posts, the suggestion for a uniform scale appears to be reasonable. There are four scales having identical minimum and maximum of Rs.1500/- and Rs.2000/- respectively. The scale of Rs.1500-2000 at (e) is the predominant scale covering posts in the JAG of the organised central services. While more than 75 per cent of the posts in the scale are covered by the organised services/streams,

there are categories like Scientific Officer in Atomic Energy and Space, and Chief Technologist in Food which are also covered by this scale. Appointments to these posts are mostly by promotion from the scale of Rs.1100-1600 with provision for direct recruitment in some cases. This scale also covers posts of deputy secretary in the central secretariat and equivalent posts. Posts of chief medical officer in Central Health Service and equivalent posts in other medical services are also in this scale. The other three scales with identical minimum and maximum pay i.e. Rs.1500-2000 at (c); Rs.1500-2000 at (d); and Rs.1500-2000 at (f) are variants of the scale of Rs.1500-2000 at (e) with only minor difference in the rates of increment, and the number of posts covered by these three scales are very few. The scale of Rs.1600-2000 at (g) applies to only one post. We are of the view that posts at this level in the marginally different scales can be conveniently placed in a common scale. We accordingly recommend that posts in the scales of (a) Rs.1500-1800; (b) Rs.1500-1800; (c) Rs.1500-2000; (d) Rs.1500-2000; (e) Rs.1500-2000; (f) Rs.1500-2000 and (g) Rs.1600-2000 may be given the scale of Rs.1650-1800-100-2000-125/2-2250.

(a) Rs.1650-75-1800; (b) Rs.1800 (fixed); (c) Rs.1800-100-2000; and (d) Rs.1800-100 2000-125/2-2250.

8.61. The scale of Rs.1650-1800 at (a) is the selection grade for Indian Forest Service. The pay of Rs.1800/- at (b) which is now peculiar to central police organisations corresponds to the earlier selection grade of IPS(police) which was subsequently revised. The scale of Rs.1800-2000 at (c) is the selection grade for the IPS(police). It is also applicable to posts like director of communication in Civil Aviation Department and some posts of joint commissioner under Ministry of Agriculture. The scale of Rs.1800-2000 is also applicable to posts of conservator of forests level II in IFS (forest) and has been discussed separately. The scale of Rs.1800-2250 at (d) is predominantly in vogue in scientific departments covering posts like scientist grade 'D', deputy chief scientific officer in defence, joint director (research) in irrigation, scientific officer/engineer in atomic energy and space, appointments, to which are mostly made by promotion from the scale of Rs.1500-2000. Posts of medical specialist which are also covered by this scale have been dealt with elsewhere. Considering the broad comparability of the duties and responsibilities of posts covered by these four scales, we recommend that posts in the scales of (a) Rs.1650-1800; (b) Rs.1800 (fixed); (c) Rs.1800-2000, and (d) Rs.1800-2250 may be given the scale of Rs.1650-1800-100-2000-125/2-2500.

(a) Rs.1500-60-1800-100-2000-125/2-2500; (b) Rs.2000-125/2-2500; and (c) Rs.2000-125/2-2250.

8.62. The scale of Rs.1500-2500 covers teaching posts like those of principal and vice-principal under Defence Ministry, director (language specialist) in Ministry of Education and professor in Lal Bahadur Shastri Academy of Administration. In addition, there are a few posts of scientific attaché under the Department of Science and Technology in this scale. The scale of Rs.2000-2500 is predominantly available to posts in scientific departments. The scale of Rs.2000-2250 applies to posts in the selection grade of IAS, engineering, medical and other central services. This scale also covers other posts like director in central secretariat, additional legal adviser in Department of Legal Affairs, Chairman, Railway Service Commission, director (census) in the Ministry of Home Affairs. Appointments to these posts are mostly by promotion from the scale of Rs.1500-2000. Having regard to the duties and responsibilities of posts at this level, we recommend that the scales of (a) Rs.1500-2500; (b) Rs.2000-2500, and (c) Rs.2000-2250 may be grouped and given the scale of Rs.1650-1800-100-2000-125/2-2500.

Rs.2250-125/2-2500

8.63. The scale of Rs.2250-2500, covers posts in the senior administrative grade (level-II) in organised services and has been dealt with separately. It also applies to posts like deputy chief surveyor, deputy nautical adviser and ship superintendent in the department of surface transport, chief technical examiner in department of personnel and additional director in department of environment. We recommend the scale of Rs.2250-2500 for posts in the scale of Rs.2250-2500.

Rs.2250-125/2-2750

8.64. The scale of Rs.2250-2750 mostly applies to scientific posts like scientist/engineer 'G' in the Departments of Space, Atomic Energy and Electronics. Appointments to these posts are generally

by promotion from the scale of Rs.2000-2500. We recommend the scale of Rs.5100-150-6300-220-6700 for posts in the scale of Rs.2250-2750.

- (a) **Rs.2250/-125/2-2500;** (b) **Rs.2500-125/2-2750;** (c) **Rs.2500/- (fixed);** and (d) **Rs.2750/-(fixed).**

8.65 The scales of Rs.2250-2500 and Rs.2500-2750 apply to posts of heads of departments in the senior administrative grade (SAG) level-II and level-I respectively in the organised medical, engineering and other central service. The scale of Rs.2500-2750 is also applicable to posts of joint secretary to the Government of India and equivalent posts, Commissioner of States, IG police, and chief conservator of forests. It has been suggested that, having regard to the importance and duties of the posts of accountant general, commissioner of income-tax, chief engineer, chief operating superintendent, post master general, controller of defence accounts, general manager (Telephone), medical superintendent and equivalent posts, these should be in one scale of Rs.2500-2750 at the SAG level. We have been informed that functionally the posts in the two levels are interchangeable and involve similar duties and responsibilities. Considering all relevant factors, we agree that the posts in the SAG level-II (Rs.2250-2500) and level-I (Rs.2500-2750) in the organised central services should be merged and given the scale of Rs.5900-200-6700. The posts of joint secretary to Government of India, commissioner in states, IG police, chief conservator of forests and other posts in the scale of Rs. 2500-2750 may also be given the scale of Rs.5900-200-6700. There are two posts of chairman, commission for scientific and technical terminology and chairman, forward market commission on pay of Rs.2500/- (fixed). We recommend the scale of Rs.5900-200-6700 for these posts also. There is one post of Director General, defence lands and contonment service in the pay of Rs.2750/- (fixed) which has been dealt with elsewhere.

- (a) **Rs.2500-125/2-3000;** (b) **Rs.2500-100-3000.**

8.66 The scale of Rs.2500-3000 at (a) is mostly prevailing in scientific departments for categories of posts like chief controllers (R&D), scientific officer/scientist 'H' in department of defence research and development, atomic energy and space. This scale and the other scale at (b) is also available for a few other posts like commissioner, railway safety, in Department of Civil Aviation, adviser in Planning Commission, economic and statistical advisers in some ministries and controller of insurance in Department of Economic Affairs. Considering the needs of the scientific departments, and the level of responsibilities of the posts in other departments, we recommend that the posts in the two scales of Rs.2500-3000 may be placed in the scale of Rs.5900-200-7300.

Rs.3000/- (fixed)

8.67. The pay of Rs.3000(fixed) is for posts of additional secretary to the Government of India and other equivalent posts like adviser (railway board), nautical adviser and chief surveyor in Directorate of Shipping. Considering the duties and responsibilities of posts at this level, we recommend that posts on pay of Rs.3000/- (fixed) may be given the pay of Rs.7300/-(fixed).

Rs.3000-100-3500

8.68. The scale of Rs.3000-3500 is for posts like chief commissioner of railway safety in the ministry of civil aviation, director general (roads) in Department of Surface Transport and general manager railways. Considering their duties, we recommend the pay scale of Rs.7300-200-7500-250-8000 for posts in the scale of Rs.3000-3500.

Rs.3250(fixed)

8.69. The pay of Rs.3250/-(fixed) is mainly for posts of heads of central police organisations like Boarder Security Force, Central Reserve Police Force and Indo-Tibetan Border Police. We recommend that posts on the pay of Rs.3250/- may be given pay of Rs.7600/- (fixed).

Rs. 3500/- (fixed)

8.70 The pay of Rs.3500/- (fixed) is for posts of secretary to Government of India, chief secretary of states and equivalent posts. A few other posts like those of Director General, Ordnance Factories, Director, Intelligence Bureau, and Director General, Health Services are also on this pay. We recommend the pay of Rs.8000/-(fixed) for this level of posts.

Rs.4000/- (fixed)

8.71. The post of Chairman, Atomic Energy Commission is the only civilian post at present on pay of Rs.4000/- (fixed). We recommend the pay of Rs.9000/- (fixed) for this post.

8.72. As a result of the rationalisation of pay scales recommended by us, the number of pay scales for civilian employees in central government, including those applicable to Assam Rifles and Coast Guard, will be reduced from 153 to 36. While in respect of group D posts the number will be reduced from the existing 17 scales to 3 scales of pay, in respect of posts in group B and C we have rationalised the existing 89 scales of pay into 18. In respect of group A posts, the 44 scales of pay, leaving aside the three fast-track scales peculiar to the Department of Atomic Energy, have been rationalised into 15 scales. The scales recommended by us adequately reflect the distinct differences in responsibility at various levels in government and it should be possible to place any post created in future in one or the other scale recommended by us. In this way it should be possible to avoid any proliferation of scales in future.

8.73. The thirty six scales of pay recommended by us are:-

Sl.No.	Rs.
1.	750-8-790-EB-10-940
2.	775-10-965-EB-12-1025
3.	800-12-920-EB-15-1070-20-1150
4.	825-15-900-EB-20-1200
5.	950-20-1150-EB-25-1400 ✓
6.	950-20-1150-EB-25-1500 ✓
7.	975-25-1150-EB-30-1540
8.	975-25-1150-EB-30-1660 ✓
9.	1150-25-1500
10.	1200-30-1440-EB-30-1800 ✓
11. ✓	1200-30-1560-EB-40-2040 ✓
12.	1320-30-1560-EB-40-2040
13.	1350-30-1440-40-1800-EB-50-2200
14.	1400-40-1800-EB-50-2300
15. —	1400-40-1600-50-2300-EB-60-2600
16.	1600-50-2300-EB-60-2660.
17.	1640-60-2600-EB-75-2900
18. —	2000-60-2300-EB-75-3200
19.	2000-60-2300-EB-75-3200-100-3500
20.	2000-60-2120
21.	2375-75-3200-EB-100-3500
22.	2200-75-2800-EB-100-4000
23.	3000-100-3500-125-4500
24.	3000-100-3500-125-5000
25.	3700-125-4700-150-5000
26.	4100-125-4850-150-5300
27.	4500-150-5700
28.	5100-150-5700
29.	5900-200-6700
30.	5100-150-6300-200-6700
31.	5900-200-7300
32.	7300/- (fixed)
33.	7300-200-7500-250-8000
34.	7600/- (fixed)
35.	8000/- (fixed)
36.	9000/- (fixed)

ANNEXE 8.1
(See paragraph 8.53)

S.No. Name of service

Services recruited through the Civil Services Examination

1. Indian Administrative Service
2. Indian Police Service
3. Indian Foreign Service
4. Indian Postal Service
5. Indian P&T Accounts & Finance Service
6. Indian Railway Accounts Service
7. Indian Railway Traffic Service
8. Indian Railway Personnel Service
9. Indian Defence Accounts Service
10. Defence Lands & Cantonment Service
11. Indian Ordnance Factories Service (Non-technical)
12. Indian Audit and Accounts Service
13. Central Information Service
14. Indian Income-tax Service
15. Indian Customs & Central Excise Service
16. Indian Civil Accounts Service
17. Central Trade Service

Services recruited through the Engineering Services Examination

18. Indian Telecommunication Service
19. Indian Railway Service of Electrical Engineers
20. Indian Railway Service of Signal Engineers.
21. Indian Railway Service of Mechanical Engineers
22. Indian Railway Service of Engineers
23. Indian Railway Stores Service
24. Military Engineering Service
25. Indian Naval Armament Service
26. Indian Ordnance Factories Service(Technical)
27. Central Power Engineering Service
28. Indian Inspection Service
29. Indian Supply Service
30. Central Electrical & Mechanical Engineering Service
31. Central Engineering Service
32. Central Water Engineering Service
33. Central Engineering Service (Roads)
34. Indian Broadcasting (Engs.) Service
35. Border Roads Engineering Service
36. Overseas Communication Service.

Services recruited through the Combined Medical Services Examination

37. Railway medical Service
 38. Central Health Service
 39. Indian Ordnance Factories Health Service
- Other Services recruited through UPSC**
40. Indian Forest Service
 41. Indian Cost Accounts Service
 42. Indian Economic Service
 43. Indian Statistical Service
 44. Defence Research and Development Service
 45. Defence Aeronautical Quality Assurance Service
 46. Defence Quality Assurance Service
 47. Central Legal Service
 48. Company Law Board Service
 49. Indian Salt Service.

CHAPTER 9

CENTRAL SECRETARIAT

9.1. The central government is organised into different ministries and departments. These are the highest policy making and implementing authorities responsible for efficient working of the government. The number of ministries and departments over the years has gone up to 71 from 51 in 1973, 25 in 1957 and 18 in 1947.

9.2. Under the present set-up each ministry/department has a Secretariat to assist the Minister in policy formulation, monitoring, appraisal and review of the programmes and plans of the ministry. In addition there are non-secretariat organisations having the status of attached or subordinate offices under the ministry/department.

9.3. According to article 77 of the Constitution, all executive action of the Government of India shall be expressed to be taken in the name of the President and the orders and other instruments made and executed in the name of the President shall be duly authenticated. The rules made under the said article specify the officials who can authenticate such orders and instruments. The general principle followed is that all secretariat officers upto a certain level are given this power.

9.4. Secretary to the ministry/department functions as the principal adviser to the Minister and is responsible for the implementation of the policy and programme of the ministry/department. He is the administrative head of the ministry/department and is assisted by supporting staff at different levels.

9.5. Secretariat posts are manned by officers from all-India services, group A central services on deputation, and by members of Central Secretariat Service (CSS). The members of CSS are attached to the ministry/department of the central government and provide continuity in the work of the secretariat.

9.6. Secretariat posts in the Ministries of External Affairs, Law & Justice, Departments of Company Affairs and Railways are generally held by officers of their respective services and are dealt with separately.

9.7. Central staffing scheme for manning senior administrative posts was introduced from the year 1957. The scheme covers all posts of and above the rank of deputy secretary in the Government of India. In accordance with the scheme formulated for this purpose, the senior administrative posts at the centre are ordinarily manned by officers of one or other of the following categories, -

- (a) Officers borrowed from the state cadres of the all-India services and other Class I services of the States on tenure deputation;
- (b) Officers borrowed on tenure deputation from Central group A services including officers serving in public sector undertakings;
- (c) Officers of CSS;
- (d) State civil service officers whose names are included in the select list; and
- (e) State civil service officers other than those mentioned in (d) in consultation with the UPSC in each case.

9.8. At present the normal tenure of deputation for posts covered by the central staffing scheme is 3 years, 4 years and 5 years for posts at the levels of under secretary, deputy secretary and of and above the level of director respectively. In case a joint secretary is promoted as additional secretary, the tenure is so regulated as to give a minimum period of 3 years at the level of additional secretary.

9.9. In the scheme an eligibility criterion has also been prescribed for selection of officers for filling posts of the central government on tenure deputation from all-India services and various central services. Initially the Central Establishment Board was set up for operating the scheme and

to advise the Ministry of Home Affairs in the matter of selection of officers for tenure deputation at the centre. In 1970, in place of the earlier board, two boards, namely, the Senior Selection Board (SSB) and the Central Establishment Board (CEB) were constituted to advise the Department of Personnel and Training for staffing administrative posts of and above the rank of under secretary to the Government of India.

9.10. The SSB consists of 5 members including the chairman. Cabinet Secretary is Chairman, Secretary, Department of Personnel and Training, member and Establishment Officer to the Government of India is Member-Secretary of the board. The other members of the board are two other secretaries to the Government of India. There is a suitable system of rotation of these members.

9.11. CEB consists of 5 members including the chairman and the member-secretary. The Secretary, Department of Personnel and Training, is the Chairman and Establishment Officer is the Member-Secretary. Other members of the board are 3 other secretaries to the Government of India appointed by rotation.

9.12. SSB makes recommendations for appointment to posts of joint secretary and other equivalent posts. CEB is responsible for recommending selection for and appointment to all posts of and above the rank of under secretary but below the level of joint secretary.

9.13. The Confederation of central government officers associations, the central secretariat group A officers association and the IPS (Central) association have represented that their services do not have fair share of senior administrative posts in the central secretariat. The confederation has suggested that posts under the central staffing scheme should be available to different services on equitable basis and a quota may be fixed for each service for the purpose.

9.14. Senior posts of the rank of deputy secretary and above in the central secretariat are included in the central staffing scheme. The position regarding induction of officers of all-India services, central secretariat service and other central services at the level of deputy secretary or above in the central secretariat in 1972 and 1984 is given in the table below :

Table as on January 1, 1984

	IAS		Group 'A' Central Services		CSS		Total	
	*1972	**1984	*1972	**1984	*1972	**1984	*1972	**1984
Secretary	30 (4.4)	36 (4.1)	15 (2.2)	25 (2.8)	--	--	45 (6.6)	61 (6.9)
Additional Secretary	20 (2.9)	27 (3.1)	11 (1.6)	38 (4.3)	1 (0.1)	1 (0.1)	32 (4.7)	66 (7.5)
Joint Secretary								
Secretary	86 (12.6)	135 (15.4)	60 (8.8)	50 (5.7)	23 (3.4)	7 (0.8)	169 (24.7)	192 (21.9)
Director	81 (11.9)	106 (12.1)	39 (5.7)	88 (10.0)	88 (2.6)	38 (4.3)	138 (20.2)	232 (26.4)
Deputy Secretary	108 (15.8)	74 (8.4)	96 (14.0)	71 (8.2)	96 (14.0)	182 (20.7)	300 (43.8)	327 (37.3)
Total	325	378	221	272	138	228	684	878
Percentage	47.6	43.1	32.3	31.0	20.1	25.9	100.0	100.0

* 1972 figures based on Third Pay Commission's Report

** 1984 figures furnished by the Department of Personnel and Training

9.15. We have considered the procedure for selection and appointment of senior officers for filling posts of central government on deputation from different services. While the procedure for making the selection from the eligible officers does not seem to require any change, we suggest that the SSB and CEB may continue to have 5 members each, including the Chairman. The SSB may

thus consist of the Cabinet Secretary, Secretary, Department of Personnel and Training and three other secretaries from three different organised services by rotation. If any sizable organised services does not have an officer of that rank for such appointment and the Cabinet Secretary decides that the service has its turn for representation by rotation, he may appoint a senior officer on the Board. The Establishment Officer may be the Secretary of the Board. CEB may be constituted with Secretary, Department of Personnel and Training as Chairman, the Establishment Officer as Member-Secretary and the other members on the pattern suggested for SSB.

9.16. There are three central secretariat services - (1) Central Secretariat Service (CSS), (2) Central Secretariat Stenographers Service (CSSS) and (3) Central Secretariat Clerical Service (CSCS). The ministries/ departments of the Government of India and their attached offices participating in the CSS scheme draw their requirement of ministerial personnel from these three secretariat services. The Ministry of External Affairs and Railway Board have constituted their own secretariat services and are not participating in the CSS scheme. These have been discussed separately in their respective chapters.

9.17. The Central Secretariat Service (CSS) was initially constituted in 1951. Its rules were framed later which came into force with effect from October 1, 1962. The CSS officers at the middle and lower management levels of the administrative machinery are responsible for assisting in the formulation and implementation of policies concerning subjects which are the responsibility of the centre. The service is meant for manning the post of assistants, section officers, most of the posts of under secretaries and some posts of deputy secretaries and higher posts in the main secretariat and posts of equivalent grades in the participating attached offices. As on January 1, 1984, CSS officers were holding 653 posts of under secretary, 217 posts of deputy secretary, 50 posts of directors, 11 posts of joint secretary and one post of additional secretary.

9.18. The cadre structure and scales of pay of the various grades of the Central Secretariat Service as on January 1, 1984 were as under,-

Designation	No. of Posts	Scale (Rs.)
Deputy Secretary and equivalent	217	1500-2000
Under Secretary and equivalent	653	1200-1600
Section Officer	2125	650 (710)-1200
Assistant	4653	425-800

9.19. The confederation of central secretariat service associations has stated that a large number of directly recruited assistants are stagnating at the maximum of the section officer's pay scale. It has been suggested that the scale of pay of assistants should therefore be increased to Rs.650-1040, their designation be changed as staff officers and their status raised from group 'B' non-gazetted to Group B gazetted. They have also suggested that direct recruitment at section officers' level may be dispensed with and the quota should be merged with the promotion quota.

9.20. The confederation has further suggested that group A junior scale should be given to section officers to mitigate the hardship caused by merger of erstwhile grade II (group A) section officers with grade III (Group B) section officers on the recommendations of the Second Pay Commission, and that all posts of under secretary should be filled by the CSS Officers except a few required as training posts for deputationists or needed for specialised jobs from central services and all-India services.

9.21. For under secretaries (grade I of the CSS), the confederation has suggested that the differential of Rs.200/- between the minimum of the pay scale of group A officers of the central services and under secretaries of the CSS should be restored. Alternatively, both may be allowed the same scales of pay with the special pay now allowed to non-CSS officers on their appointment as under secretary.

9.22. For deputy secretaries, they have suggested that the pay scale with maximum of selection grade of junior administrative grade of central services should be prescribed for the selection grade of

the CSS with a view to maintaining parity amongst the different services. The financial benefit of Rs. 150/- per month presently given to the under secretaries on promotion to the rank of deputy secretaries should be enhanced to Rs.300. Posts of director's rank should be made the selection grade of CSS and included in the cadre and treated as equivalent to level II of the senior administrative grade.

9.23. Other suggestions made by the confederation of CSS associations and CSS group A officers association are that -

- (i) All posts of deputy secretary in the central secretariat and 50 per cent posts of joint secretary and equivalent should be reserved for CSS officers. They should also be considered for additional secretaries/secretaries and equivalent posts,
- (ii) CSS officers empanelled for appointment as under secretary and above should be nominated straightaway for appointment without any delay after the issue of the select list, and
- (iii) Cadre reviews of the CSS should be undertaken regularly as in the case of other services.

It has also been urged that the present system of considering private secretary (grade A of the CSSS) for promotion to the post of under secretary should be dispensed with as it is affecting adversely their promotion prospects in the CSS. This aspect has been dealt with by us later.

9.24. Posts of section officer are filled partly by direct recruitment through civil services examination while those of directly recruited assistants are through a separate examination, both conducted by UPSC. In our opinion direct recruitment at both the levels is necessary in the interest of efficiency and should be continued.

9.25. The fixation of pay on promotion from the grade of section officer to under secretary and from the grade of under secretary to deputy secretary in the CSS and Railway Board Secretariat Service is regulated by special orders, according to which a minimum increase of Rs. 100 in the case of promotion from section officer to under secretary and Rs. 150 in the case of promotion from under secretary to deputy secretary is ensured. In the revised scales recommended by us, there will be no need to provide for a minimum increase on promotion from the post of section officer to the post of under secretary. In the case of promotion from the post of under secretary to deputy secretary, we recommend that this amount may be increased from Rs. 150 to Rs.250.

9.26. It is not possible to lay down any fixed percentage for selection of CSS officer for promotion as deputy secretary as suitability for the job is the criterion for appointment. Posts of director are filled by officers belonging not only to CSS but from all-India and central services. These posts cannot be encadred for the benefit of one service only.

9.27. We have been informed that posting of officers included in the select list of grade I (under secretary) is now being made according to a new procedure, which appears to be satisfactory.

9.28. There are 50 assistants who are engaged whole-time on parliamentary work (parliament assistants) and draw a special allowance of Rs.200/- per month. This allowance is in lieu of overtime allowance and is admissible only during the calendar month in which Parliament is in session for at least 15 days. Months with shorter periods are ignored for the purpose of payment of this allowance. Parliament work in ministries/departments commences about a fortnight before the session and continues a few days after the session. In between the sessions also, a parliament assistant has to take follow up action on draft reports and other matters connected with various parliamentary committees as per procedure laid down in this regard. In view of this, it has been suggested that parliament assistants may be allowed to draw special allowance which is in lieu of overtime allowance throughout the year and the rate of allowance may be improved. While we do not recommend any change in the existing conditions for the grant of the allowance, we suggest that its rate may be increased from Rs. 200/- to Rs.300/-. After careful consideration, we could not find adequate reason for accepting the other suggestions.

9.29. The Central Secretariat Clerical Service (CSCS) is one of the three services included in the central secretariat service scheme. The service was constituted along with the CSS during the year 1951 but its rules were framed later and came into force on November 1, 1962.

9.30. The CSCS is meant for staffing the clerical cadres of the central secretariat and its participating attached offices. There are about 12000 posts of upper division (UDC) and lower division clerks (LDC) in the service. The authorised permanent strength of the grades is reviewed annually by the respective cadre authorities since these grades function on a de-centralised basis.

9.31. Ninety per cent of the vacancies of lower division clerks are filled on the basis of a competitive examination held by the Staff Selection Commission (SSC). The remaining 10 per cent posts are filled in equal proportion from group D employees working in the ministries and participating offices on the basis of a competitive examination held by the SSC and by promotion of those educationally qualified with 5 years of approved service. The posts of UDC are filled by promotion of LDC. Twenty five per cent of the vacancies are filled on the basis of a limited departmental examination held by the SSC and the remaining 75 per cent by promotion on seniority-cum-fitness basis. UDC with 5 years of approved service are eligible for promotion to 50 per cent of the vacancies in the assistant's grade on the basis of seniority-cum-fitness.

9.32. The Federation of central secretariat and allied offices employees' has suggested that higher scale of pay should be given to LDCs in the secretariat and the posts of UDCs should be upgraded as assistants to provide better promotion opportunities to them.

9.33. Posts of UDC provide promotion avenues to LDC and are also necessary as a functional administrative requirement. They should therefore continue.

9.34. Recruitment to the posts of LDC other than by promotion in the secretariat and other offices is made on the basis of a common competitive examination held by the SSC. It has been brought to notice that a high percentage of candidates selected as LDCs do not join because of delay in offering the appointments. The procedure may be streamlined to reduce the time lag between examination and issue of letter of appointment.

9.35. One of the common suggestions made by group B and C employees of the CSS, CSSS and CSCS is that their cadres, which are at present decentralised, should be centralised in the Department of Personnel with a view to improving their management and also to bring about uniformity in promotion prospects. Under the "Zoning Scheme" introduced in 1969, regular and long term promotions to the various grades can be made only from amongst officers who are within the range of seniority specified by the DOP&AR in consultation with the Central Secretariat Service Board. Every year each ministry/department gives promotions to those persons working in that ministry/department who are covered by the range of seniority. If persons within the zones are not available in the cadre for promotion according to the range, the vacancies have to be reported to the DOP&AR for being filled by persons from other cadres who are within the range of seniority but who cannot get promotion in their own cadres for want of vacancies. In this way, while the services continue to be managed on decentralised basis, the inequities in promotions are not allowed to go beyond a limited extent. The scheme, no doubt, successfully takes care of the regular and long term promotions but it does not envisage any control over ad hoc promotions made by the respective ministries/departments against short-term vacancies. DOP&AR may, therefore, define more precisely what should be considered as 'short term' vacancy so that no one may continue to be on ad hoc promotion for long period.

9.36. The Central Secretariat Stenographers Service (CSSS) is one of the three central secretariat services. The service was constituted in 1951 to man all posts of stenographers in the central secretariat and attached offices. The cadre structure of the service has undergone changes as a result of the recommendations of Pay Commissions and other review bodies.

9.37. The service rules which are presently applicable to different grades of posts of CSSS came into force with effect from August 1, 1969. The rules as amended on implementation of the recommendations of the Third Pay Commission provide for four grades of stenographers in the Central Secretariat. The four grades are - Rs. 330-560 (grade D), Rs.425-800 (grade C), Rs.650-1040 (grade B) and Rs.650-1200 (grade A). The total strength of the service is about 5800.

9.38. Various associations of the CSSS have made the suggestion that the service may be restructured and treated on par with the CSS upto the level of section officers. To achieve this, it has been suggested that there should be only three regular grades in the CSSS viz., grade I (merged A & B), grade II (existing grade C) and grade III (existing grade D) and these grades should carry the same pay scales, status and promotion prospects as those of section officers, assistants and UDCs of the CSS respectively. They have also suggested that the posts of private secretaries/additional private secretaries to ministers and members of Planning Commission, etc., which are in the pay scales of Rs.1100-1600, Rs.840-1200, be placed in the scales of Rs.1200-1600 (under secretary-grade I of CSS) and declared as "included" posts reserved for members of the CSSS at appropriate levels.

9.39. At present stenographers A & B (Gazetted) have common starting pay with difference only at the maximum of the scale. Grade B stenographers are promoted to grade A posts. We are of the

view that it will be desirable to merge the grades A & B of the service so as to bring about parity with CSS at this level. We accordingly recommend the scale of Rs.2000-3500 for posts in grade A (Rs.650-1200) and grade B (Rs.650-1040). To provide further satisfactory promotional avenues for the members of CSSS, we recommend that posts of private secretaries to Secretaries to Government of India and equivalent officers may be upgraded and given the scale of Rs. 3000-4500. For grades C & D of the service, the scales of pay of Rs.1400-2600 and Rs. Rs.1200-2040 may apply.

9.40 the suggestion of the CSSS association that posts of private secretaries/additional private secretaries to members of Planning Commission and ministers, etc. which are in the pay scale of Rs.840-1200 and Rs.1100-1600 may be reserved for members of the CSSS at appropriate levels may be examined by DOP&R.

9.41. With the inclusion of posts in the scale of Rs.1200-1800 in CSSS, we consider that it may be desirable to prescribe that the existing qualifications for direct recruitment to grade C of the service, which is matriculation/SSC with proficiency in stenography, may be raised to graduation with proficiency in stenography. DOP&AR may examine the matter.

9.42 There are stenographers working in other organisations which are not participating in the Central Secretariat Stenographers' Scheme but where the posts are in comparable grades and pay scales and the method of their recruitment through open competitive examination is also the same, we recommend that stenographers in these organisations like Department of Railways, Ministry of External Affairs, may be placed in the same grades of pay as have been recommended for CSSS.

9.43. All other posts may be given the revised scales of pay as recommended in Chapter 8.

CHAPTER 10

MINISTRIES AND DEPARTMENTS

10.1. The scales of pay recommended in chapter 8 will apply to all posts other than those for which specific recommendations have been made by us. In this chapter we have discussed some categories of post in different ministries, departments and organisations and have made specific recommendations regarding proposed scales of pay. The scales of pay recommended in this chapter will apply to these posts.

I. Ministry of Agriculture

10.2. Ministry of Agriculture consists of Departments of Agriculture and Co-operation, Agricultural Research and Education, Rural Development and Fertilisers and is responsible for formulation and implementation of national policies and programmes aimed at achieving agricultural growth and rural development through optimum utilisation of the country's land, soil, plant, animal, dairy and fishery resources. It is also concerned with coordinating research, education and extension services in agriculture. The ministry has about 16,000 posts in different scales of pay.

Department of Agriculture and Co-operation

10.3. In the Department of Agriculture and Co-operation, there are group A technical posts in the various divisions dealing with subjects like animal husbandry, dairy, crops, extension, fisheries, soil conservation, fertilisers and seeds. The posts are in 10 different pay scales and carry different designations.

It has been urged by the officers association that the pay scales of deputy commissioner and joint commissioner are lower than those of comparable posts under the Indian Council of Agricultural Research (ICAR). It has been suggested that the technical posts at headquarters of the Department of Agriculture and Co-operation may be given the pay scales applicable to scientists in ICAR. Ministry of Agriculture has also pointed out that there are too many levels for these group A posts which should be reduced by merging posts in the scales of Rs.2000-2250, Rs.2000-2500 and Rs.2250-2500 into one level of Rs.2000-2500 and posts in the scales of Rs.1500-1800 and Rs.1300-1700 into the scale of Rs.1500-2000. Taking all these factors and the suggestions of the department into consideration, we recommend that deputy commissioners/specialists/joint directors (Rs.1300-1700) and deputy commissioners/directors (Rs.1500-1800) may be given the scale of Rs.3700-5000, joint commissioners (Rs.2000-2250), specialists in different disciplines (Rs.2000-2500) and additional commissioners/development officer, fisheries (Rs.2250-2500) may be given the scale of Rs.4500-5700, and commissioner, agriculture/commissioner, animal husbandry (Rs.2500-3000) may be given the pay of Rs.7300 fixed.

10.4. Directorate of Agricultural Aviation is primarily concerned with aerial spraying of insecticides, pesticides, etc., on standing crops, plantations, forests and locust infested desert areas. The group A technical posts in this organisation, other than those belonging to the engineering category, are in the pay scale of Rs.2000-2250, Rs.1800-2000 and Rs.1500-1800. The association of officers of the Agricultural Aviation Directorate have stated that the pay scales of junior and senior pilots (Rs.1500-1800 and Rs.1800-2000 respectively) in that directorate are lower than those of pilots in other government departments and air corporations and should be improved. They have also requested for increased flying pay, pre-flying meals and qualification pay on the pattern applicable to pilots of Indian Air Force (IAF). It has been stated that agricultural flying is more risk-prone, as aerial spraying of pesticides over crops and forests requires very low and precision flying which is difficult and hazardous. The accident rate in agricultural aviation is stated to be high. Taking into consideration all

the aspects we recommend that the following posts in this directorate may be given the pay scales indicated below,-

Designation of post	Proposed pay scale
1	2
Director of agricultural aviation	Rs.5100-6700
Director (Training)	
Chief of operation (Fixed wing)	
Chief of operation (Rotary wing)	Rs.4500-5700
Senior pilot (Fixed wing & Helicopter wing)	
Junior pilot (Fixed wing and helicopter wing)	Rs.4100-5300

10.5 Flying pay is presently admissible to these pilots at Rs.375/- per month. This is at the same level at which it was admissible to the IAF pilots earlier. The flying pay in IAF was subsequently raised to Rs.750/- per month. We recommend that the flying pay of pilots in the Agricultural Aviation Directorate may be brought on par with the flying pay admissible to IAF pilots subject to the conditions applicable to them.

10.6. We have been informed that pre-flight meals are already being provided to agricultural pilots as for the IAF pilots. We recommend continuance of the concession on par with IAF pilots. We do not find any justification for grant of qualification pay to the pilots.

10.7. For the maintenance, repair and efficient functioning of the aircraft, the Agricultural Aviation Directorate has a separate wing of aviation engineers in the pay scales of Rs.1800-2000, Rs.1500-1800, Rs.1100-1600 and Rs.700-1300. Many of the above posts are stated to be vacant. Ministry of Agriculture has stated that non availability of adequate work force of engineers has been the biggest constraint in the efficient working of the Directorate of Agriculture Aviation. It has been stated that the existing pay scales of the aircraft maintenance engineers in Agriculture Ministry are so unattractive that UPSC has not been able to recommend candidates for filling these posts. UPSC has also reported in its annual reports to Parliament for two consecutive years that the low pay scale for these posts were acting as disincentive for properly qualified persons to come forward. The Ministry of Agriculture has therefore recommended that the existing pay scales of the aircraft maintenance engineers in Directorate of Agricultural Aviation may be improved substantially.

10.8 We recognise the need to improve the existing pay scales of engineers in Agricultural Aviation Directorate and recommend the following pay scales for these posts,-

Designation of post	Proposed pay scales
Chief engineer	Rs.4500-5700
Deputy chief engineer	Rs.4100-5300
Senior aircraft maintenance engineer/ Helicopter engineer/Senior radio engineer/Superintendent certificate of airworthiness (Workshop)	Rs.3700-5000
Junior aircraft engineer/Radio engineer	Rs.3000-4500

10.9 There are 19 posts of field officer in the Directorate of Agricultural Aviation in the pay scale of Rs.550-900. The main duty of these officers is to select suitable sites for landing of the aircraft during spraying operation. As per the recruitment rules, the incumbents of these posts are required to possess a minimum of 250 hours of flying experience, but they are not required to fly aircraft. We understand that the recruitment rules for these posts are being amended so as to remove the requirement of flying experience. Since these field officers with minimum 250 hours of flying experience have no promotional avenues, the Ministry of Agriculture has been considering the question of imparting further training to the existing officers in flying so that such of them who fulfil the prescribed standard could be appointed as junior pilots. Further necessary action may be taken by the Ministry to utilise the existing officers having flying experience. Since the present field officers possess the minimum flying experience of 250 hours but have no promotional avenues, we recommend the scale of Rs.2000-

3500 for these posts. After amendment of the recruitment rules, the pay scale for the posts may be determined by the ministry keeping in view the fact that the scale of Rs.2000-3500 has been suggested by us for those possessing the flying experience of 250 hours.

10.10. In the Delhi Milk Scheme(DMS) there are 167 posts of cash clerks in the pay scale of Rs.290-400, whose main function is to collect cash from milk booths. It has been stated that the cash clerks have to start work from early morning and have to work on holidays also. their duties are also stated to involve risks in carrying cash and they have no promotional avenues. It has been urged that their pay scale should be raised to that of UDC. We are unable to accept the suggestion but recommend the scale of Rs.1200-1800 for these posts.

10.11. Cold storage workers in the DMS, who are required to work in rooms kept at low temperature, are paid a cold storage allowance of Rs.20/- per month. this allowance was introduced in 1966 at Rs.10/- per month which was raised to Rs.20/- in 1975. Ministry of Agriculture has proposed that the rate may be increased to Rs.30/- per month. The ministry has further suggested that boiler house workers who are paid a special allowance at Rs.10/- per month may be paid Rs.30/- per month. We accept these suggestions and recommend that the rates of cold storage and boiler house allowances may be raised to Rs.30/- per month.

10.12. Heavy vehicle drivers in DMS are paid special pay of Rs.25/- per month for performing additional duties of distribution of milk and milk products. The amount of special pay was fixed in 1966 which has been proposed by the Ministry of Agriculture to be raised to Rs.50/- per month. We accept the suggestion and recommend accordingly.

10.13. The All India Soil and Land Use Survey is headed by an officer designated as Project Officer in the pay scale of Rs.1500-1800. Apart from his technical duties such as programme formulation for carrying out surveys, preparation of reports and providing processed data to various user agencies, the project officer has to work as head of an organisation which already has three other officers in the grade of Rs.1500-1800. It has also been stated that he acts as the national director with the UNDP/FAO projects in application of remote-sensing. The Ministry of Agriculture has therefore suggested an improvement in the pay scale. Having regard to all these considerations, we recommend the scale of Rs.4100-5300 for this post. Government may also consider altering his designation to suitably reflect his duties and responsibilities.

10.14. There is a post of director in the directorate of Cocoa, Arecanut and Spices Development, Calicut, in the pay scale of Rs.1300-1700. Directors in other commodity development directorates are in the pay scale of Rs.1500-1800. It has been stated that the duties and responsibilities entrusted to director, cocoa, arecanut and spices development, Calicut are in no way less than those of other directors. We recommend that the post of director, cocoa, arecanut and spices development, Calicut may be given the scale of Rs.3700-5000.

10.15. In the regional stations for forage production and demonstration and in central cattle breeding farms under the animal husbandry division, there are posts of fieldman in the pay scales of Rs.260-350, Rs.260-400, Rs.260-430 and Rs.330-560. The duty of fieldman is to supervise the field operations and to conduct demonstrations in the farmer's fields. The qualifications for recruitment to all these posts are matriculation with a certificate of training in agriculture at a recognised institute followed by at least one year's experience at an agricultural farm. It has been urged that since all the fieldmen perform identical duties and have the same recruitment qualifications, they should be in the same scale of Rs.330-560. We agree and recommend that field-men may be given the scale of Rs.1200-2040.

10.16. There are a number of locust out-posts situated close to the Indo-Pak border in Rajasthan, where the staff of the locust warning organisation are stationed. They work in the desert terrain for detection and control of desert locust. The pest can be tackled only in the evenings and nights when it settles down and the staff have therefore to be vigilant. The area is stated to be dangerous, completely uninhabited and lacking elementary facilities. It has been urged that the staff may be paid some compensation for the difficult nature of their duties. Taking into account the duties and the local conditions in which they have to operate, we recommend payment of compensatory allowance to the concerned staff at rates indicated below,-

Pay range	Amount of compensatory allowance (Rs.)
Basic pay below Rs.950/-	20/-
Basic pay Rs.950/- and above but below Rs.1500/-	40/-
Basic pay Rs.1500/- and above but below Rs.2000/-	60/-
Basic pay Rs.2000/- and above but below Rs.3000	80/-
Basic pay Rs.3000/- and above	100/-

10.17. The marine staff serving in the fishing vessels of the fisheries organisations of Department of Agriculture & Rural Development are presently paid messing allowance at the rate of Rs.10/- per day for crew and Rs.17.50 per day for officers. A high sea allowance ranging from Rs.100/- to Rs.200/- per mensem is also admissible to the crew and officers of deep sea fishing vessels. It has been urged that the rates of messing allowance and high sea allowance may be improved keeping in view the rise in price level. The rates of both these allowances were last fixed in May, 1982. We recommend that the rates of messing allowance may be increased to Rs.15/- per day for the crew and Rs.25/- per day for the officers. The existing rates of high sea allowance may also be increased by 50 per cent for the crew and officers of deep sea fishing vessels.

Department of Rural Development

10.18. In the Directorate of Marketing and Inspection, which is an attached office of the Department of Rural Development, there are posts of joint agricultural marketing adviser (Rs.1800-2000), deputy agricultural marketing adviser (Rs.1300-1700), senior marketing officer (Rs.1100-1600), deputy senior marketing officer (Rs.700-1300), marketing officer (Rs.650-1200) and assistant marketing officer (Rs.550-900). The above posts belong to four separate divisions specialising in general agriculture produce, live-stock and live-stock products, oils and fats and cold storage and refrigeration. Depending upon the division, the educational qualifications have been prescribed for the posts in various disciplines. The mode of recruitment of assistant marketing officer is entirely by direct recruitment through the UPSC on the basis of an all India written examination/interview. The Department of Rural Development has stated that all field operations connected with grading and services are carried out with the assistance of assistant marketing officers. These officers also head the field formations of the directorate of Marketing and Inspection. Their duties inter alia include inspection of the premises of agmark packers and carrying out inspections at different points. It has been urged that keeping in view the recruitment qualifications and duties and responsibilities attached to these posts, they may be placed in the scale of Rs.650-1200. It has also been suggested that posts in the other scales may also be rationalised and there should be only four levels in place of the existing six. The department has also proposed change of the designations. We have examined the matter and recommend the following pay scales for these posts,—

Designation of post	Proposed pay scales
Assistant marketing officer	Rs.2000-3500
Marketing officer and Deputy Senior marketing officer	Rs.2200-4000
Senior marketing officer and Deputy agricultural marketing adviser	Rs.3000-5000
Joint agricultural marketing adviser	Rs.4100-5300

The designations may be suitably changed.

10.19. The Directorate of Marketing and Inspection is headed by an agricultural marketing adviser in the pay scale of Rs.2000-2250. It has been pointed out that the National Commission on Agriculture had recommended the pay of Rs.3000/- for this post. It has also been stated that over the years the organisation under the agricultural marketing adviser has grown enormously which has increased the duties and responsibilities of the post. It has therefore been suggested that the post of agricultural marketing adviser may be upgraded commensurate with its role and duties. We recommend that this post may be given the pay scale of Rs.5900-6700.

10.20. The posts in the Departments of Fertilisers and Agricultural Research and Education are covered by pay scales recommended by us in chapter 8.

II. Ministry of Commerce

10.21. The Ministry of Commerce consists of,~

- i) Department of Commerce and
- ii) Department of Supply

Department of Commerce

10.22. The Department of Commerce deals with the country's external trade, commercial relations with other countries, state trading, trade promotion measures, and regulation of certain export-oriented industries as also commodities such as tea, coffee, rubber, tobacco and cardamom. The department is also responsible for formulation of the country's import-export policy and maintaining control over foreign trade. The department has also to deal with international agencies connected with commercial policy, such as UNCTAD, ESCAP, ECA, ECIA, EEC, EFTA, GATT. It is organised into various territorial and functional divisions. There are about 4700 posts in the ten organisation under the department.

10.23. The Import-Export Trade Control Organisation which is an attached office of the Ministry of Commerce, is responsible for the execution of the import and export policies formulated by the ministry. It has 23 regional offices spread over the country. The export promotion officers at Bombay, Calcutta, Madras, Cochin, Nagpur and Pune are also functioning under the administrative control of the regional joint chief controller of imports and exports or deputy chief controller of imports and exports.

10.24. The Central Trade Service (CTS) group A was constituted in August, 1977, to man this organisation. The cadre strength of the service is about 180.

10.25. The CTS Officers' Association has suggested that super time scale may be given to the joint chief controllers of imports and exports in the major ports of Bombay, Calcutta, Madras and Delhi. We have considered the matter. The cadre strength of Central Trade Service group A is about 180. Keeping in view the cadre structure of the service and the work load of the regional offices at Bombay, Calcutta, Madras and Delhi, we recommend that posts of joint chief controller of imports and exports in these four offices may be given the pay scale of Rs.4500-5700. We also recommend that the post of additional chief controller of imports and exports may be encadred in the Central Trade Service.

Department of Supply

10.26. The Department Supply is essentially a central purchase organisation through which government arranges requirement of a major portion of its requirement of stores except items like food, ammunition, armaments and items which are exclusively required by certain ministries/departments. Broadly speaking, the functions of the Department of Supply are purchase, inspection, disposal of surplus stores, etc. It also makes purchase on behalf of those state governments, public sector undertakings and quasi-public bodies, etc., who want to avail of its services. There are about 7600 posts in this department.

10.27. The two main organisations of the department of Supply are,~

- i) Directorate General of Supplies & Disposals (DGS & D); and
- ii) National Test House

DGS & D is government's central purchase organisation. It is manned by officers of two services ~ the Indian Supply Service (ISS) and Indian Inspection Service (IIS). While ISS is primarily concerned with the procurement of stores on behalf of different indentors, the IIS checks the quality of the material. These services were constituted in 1961 and their pay structures conform to that of other group A central services. Direct recruitment to grade-III (Rs.700-1300) of these two services is made through engineering services examination conducted by the Union Public Service Commission.

10.28. The DGS & D officers association has suggested that the post of Director General (supply & disposal) should be exclusively reserved for Indian Supply Service/Indian Inspection Service and

equated to that of Secretary to the Government of India. The post is, at present, equivalent to joint secretary. Looking to the duties and responsibilities of the post, we suggest that the director general may be in the pay Rs.7300/- (fixed) and the post may be filled by promotion of officers of Indian Supply Service or Indian Inspection Service.

10.29. The association has represented that officers of ISS/IIS should be promoted from the junior administrative grade to senior administrative grade level-II. Keeping in view the structure of the organisation we propose that the post of DDG's may be placed in the pay scale of Rs.4500-5700 and additional DG who are at present in two different scales of pay may be given the scale of Rs.5900-6700.

10.30. The Directorate General of Supplies & Disposals has suggested upgradation of one vacant post of crane driver in the remount transit depot under the control of DS & D, Calcutta, from pay scale of Rs.320-400 to Rs.425-600 due to recruitment difficulties. The Department of Supply has supported the proposal. In view of the special difficulties pointed out by the department, we recommend that this post may be given the scale of Rs.1350-2200.

III. Ministry of Communications

10.31. The Ministry of Communications consisted of two wings : (i) the Ministry (Main) and (ii) Posts and Telegraphs Board, till the end of 1984. In January, 1985, the secretariate set up of the Ministry of Communications was reorganised resulting in bifurcation of the P & T Department into two separate departments, viz., Department of Posts and Department of Telecommunications. The P & T Board was also split into two separate Boards – Postal Services Boards and Telecommunication Boards, with the Secretary of the Department as Chairman of the concerned Board. The Overseas Communications Service, Wireless Planning and Coordination Wing and factory sections of the Ministry (Main) have been merged with the Department of Telecommunications.

10.32. The two directorates – postal and telecommunication – now function as directorates of their respective departments and together provide the secretariat for the Ministry of Communications. The Department of Posts functions through the Postal Services Board which has the Secretary (Posts) as its chairman and four other members. Similarly, the Department of Telecommunications functions through the Telecommunication Board which has Secretary (Telecommunications) as its chairman and five other members. In both the Boards, members have the status of ex-officio additional secretary to the Government of India.

10.33. The administrative units below the two directorates can be broadly classified into administrative offices and operative offices on the basis of difference in the nature of work. It is the operative offices like the post office, railway mail service (RMS) mail office, telegraph office and the telephone exchange which provide the postal and telecommunication services to the public. The administrative offices are concerned with all matters of management, both personnel and material, in connection with the respective services.

Department of Posts

10.34. The Department of Posts, with a strength of about 3 lakh employees, is one of the major departments of the central government. It functions through the Postal Services Board and is responsible for the operation, maintenance and development of postal services throughout the country. It is also responsible for certain agency functions in respect of the post office savings bank, national savings certificates, postal life insurance and collection of customs duty on postal articles on behalf of other departments of the Government of India. The administrative set up of the department is divided into a number of territorial and functional units.

10.35. The existing pay structure of the Indian Postal Service (IPS) with a cadre strength of about 600 officers corresponds to that of other central services which have been dealt with in chapter 8.

10.36. The Indian Postal Service Association has requested that keeping in view the responsibilities of the posts the pay of members of the Postal Service Board may be raised to the level of the Railway Board. We have examined the matter and recommend that members of the Postal Services Board may be placed in the scale of Rs.7300-8000. We also recommend that the two posts

of Senior Deputy Director General in the Scale of Rs.2500-2700 with special pay of Rs.250/- per month may be given the pay of Rs.7300/-(fixed) without any special pay.

10.37. Postmasters' Service group A, includes posts of presidency postmaster (Rs.1300-1700) and deputy presidency postmaster (Rs.900-1400) in Calcutta and Bombay. It has been suggested that the posts of presidency postmasters Bombay and Calcutta may be upgraded to the junior administrative grade taking into account their duties in the two metropolitan cities. We agree and recommend the pay scale of Rs.3700-5000 for these posts. We also recommend the pay scale of Rs.2200-4000 for the posts of deputy presidency postmaster.

10.38. The personnel structure of post office and RMS runs parallel upto the group C supervisory level represented by the categories of assistant superintendent and higher selection grade postmaster on the postal side and assistant superintendent and higher selection grade head records officer in RMS. Thereafter the two streams converge in the cadre of superintendent of post office/RMS in the Postal Superintendents Service group B. The postal stream has an additional avenue of promotion to the cadre of Postmasters Service group B. To meet the operational requirements more efficiently, and to provide greater flexibility in deployment of personnel, the department is in favour of merger of these two streams at various levels with common recruitment. We have kept this in views.

10.39. Postal Superintendents Service (PSS) group B and Postmasters Service group B, both are in the scale of Rs.650-1200. Recruitment to PSS group B is entirely by promotion from the cadres of assistant superintendents and inspectors of post offices (IPO)/RMS (IRMS) and they have an avenue of promotion to 40 per cent of the vacancies in the Indian Postal Service.

10.40. Recruitment to Postmasters Service group B is also entirely by promotion from the cadre of assistant superintendent and inspectors of post offices and from the higher selection grade HSG II and HSG I postmasters of general line.

10.41. The department has proposed merger of the two cadres of PSS group B and postmasters group B as this will provide flexibility in postings, apart from providing varied experience to the officers. The associations of employees have expressed different views in this respect. We are of the view that there should be a common feeder group B Service for promotion to the IPS and are therefore in favour of the merger of the two cadres of PSS group B and postmasters group B into one service. Department may also consider having direct recruitment to some extent at this level.

10.42. Inspectors of post offices in the scale of Rs.425-700 hold charge of sub-divisions and their duties mainly involve inspection of sub-post officers and branch post offices. They also function as appointing authority for group D and extra departmental staff and are vested with disciplinary powers in respect of these categories of staff. The inspectors of the RMS have similar duties and responsibilities. The assistant superintendents (Rs.550-900) both in post office and RMS – are employed in group A and larger group B divisions to assist in general administration and for inspection of various offices and periodical review of arrangements for mail transmission.

10.43. Associations of inspectors and assistant superintendents of Post offices and RMS have requested for better pay scales in view of the arduous nature of their duties and the detailed syllabus for the examination through which they have to qualify.

10.44. The Department has proposed merger of the IPO and IRM cadres and ASPO and ASRM cadres. It has been pointed out that the duties and responsibilities of the two cadres are similar. We find that the pattern of recruitment for posts of inspector in other central government organisations like customs and central excise and income-tax, provides for direct recruitment through staff selection commission at this level. However, in the postal department, there is no direct recruitment above the level of postal and sorting assistants, or at group B level. Even for the posts of postal and sorting assistant, appointment is not through any competitive examination but is based on marks secured in the matriculation examination. In other government departments there is generally direct recruitment based on competitive examination at clerical level. In the interest of efficiency of service it is necessary to introduce an element of direct recruitment at the level of inspectors/assistant superintendents through the staff selection commission, and we recommend accordingly. If this is

done and the two cadres are merged, government may examine what scale of pay will then be suitable for these posts. Till this is done the scales recommended by us in chapter 8 will apply.

10.45. Postal assistants in the scale of Rs.260-480 are recruited in equal proportion by promotion of departmental employees from lower grades on the basis of departmental test and by direct recruitment with matriculation as the minimum prescribed qualification. The sorting assistants in the scale of Rs.260-400 in RMS are recruited similarly. The two federations of postal employees have asked for parity of postal assistants with the upper division clerks as their duties are of a varied nature involving public dealing, handling of cash and valuables, consolidation of accounts, longer working hours, etc. We have been informed that the department is also considering raising the minimum educational qualification for direct recruits to the posts from matriculation to higher secondary. The association of sorting assistants has urged that this cadre should not be considered on par with general clerical grades and that in view of their arduous work, night duty, etc., they should have a higher scale of pay.

10.46. The existing pay scales for postal assistants and sorting assistants is higher than that of LDC and commercial clerks in the Railways. The existing parity of scale between the postal assistants and sorting assistants is in the interest of postal operations and we do not see any reason for changing the existing relativities which may therefore continue.

10.47. We understand that the department has already appointed a Committee to consider the modalities of merging the two cadres of postal assistants and sorting assistants. Similarly, departmental committees are examining the cadre structures of inspectors and assistant superintendents in the post office and RMS. We feel that instead of a piece-meal and fragmented approach, cadre restructuring should be comprehensive to take care of all relevant aspects and safeguard, as far as possible, the career interests of those who are already working in these cadres, in respect of their prospects of promotion etc.

10.48. Post office and RMS accountants are appointed on the basis of a qualifying examination from clerical candidates. When appointed as accountants they are paid a special pay of Rs.45/- p.m. The accountants' association has urged the constitution of a separate cadre of PO/RMS accountants. We understand that a separate cadre for the PO/RMS accountants which was formed earlier, was not found to be viable and was therefore discontinued. We do not find justification for creation of a separate cadre. In respect of special pay, our general recommendation in this regard in chapter 24 will apply.

10.49. Postmen, village postmen and stamp vendors in the scale of Rs.210-270 form a single cadre and are inter-changeable posts. The qualification for direct recruitment is middle standard examination. But for vacancies filled by promotion of departmental employees on the basis of a test, the qualification of middle pass is not insisted upon.

10.50. Postmen (including village postmen and stamp vendors) have avenues of promotion in their own line by seniority-cum-fitness to posts in the scale of Rs.260-350 (head postmen, sorting postmen, etc.). In addition, they are eligible for promotion to 50 per cent of the vacancies in clerical grade in the postal branch on the basis of a competitive examination. There is no age limit or restriction on the number of chances to be availed of and no minimum educational qualification has been prescribed. A special allowance of Rs.25/- per month is paid to about 10 per cent of the posts of head postman/sorting postman/mail overseer.

10.51. The association of postmen has stated that they have been unjustifiably equated with the lower level of semi-skilled workers without proper evaluation of the arduous and multifarious nature of their duties and responsibilities. They have urged that considering their arduous duties, and the initiative and tact required for discharging the duties of postmen, they should be classified as "skilled". They have also asked for raising the level of educational qualification of postmen. The department has suggested that with the general increase in the standard of education, as also the increasing complexity of work, it will be advantageous in future to have matriculation as the minimum qualification for postmen. The duties of postmen involve tact, initiative, skill and a sense of responsibility and accountability for which penalties have been prescribed in the Post Office Act for default in the discharge of duties. Taking all these factors into account, we recommend that the postmen be placed in

the scale of Rs.825-1200. The qualification for direct recruitment may be raised to matriculation as proposed by the department.

10.52. The mail guards (Rs.210-270) and head mail guards (Rs.260-350) are employed in the RMS transit sections and mail offices for work connected with the receipt, custody and despatch of closed mails. The RMS staff associations have emphasized the need for retaining the existing parity between postmen and mail guards. We recommend the same scale of Rs.825-1200 for the mail guards.

10.53. There is a post of machineman (rota print operator) in the Calcutta Postal Stores Depot in the scale of Rs.330-480. It has been represented that posts with similar duties in other departments have been placed in higher pay scales. We recommend that rota print operator may be given the scale of Rs.1350-2200.

10.54. There is a post of cash overseer in the Postal Directorate in the scale of Rs.225-308, whereas such posts elsewhere in the department are in the scale of Rs. 260-350. The department has recommended parity of pay scales for all such posts. We agree and recommend that the post of cash overseer in the Postal Directorate may be placed in the scale of Rs.950-1400.

10.55. Posts of senior manager (mail motor) at Bombay, Calcutta and Madras are given special pay of Rs.150/- per month for additional charge of postal machine repair organisations. The department has proposed that special allowance of Rs.100/- per month may be given to the posts of manager (mail motor) in A and B1 class cities where they are also supervising the work relating to repair of postal machines in addition to their normal duties. We agree and recommend accordingly.

10.56. The Department of Posts, like the Department of Telecommunications (which was formerly known as the Department of Telegraphs), is one of the oldest departments of the Government of India. It is also one of the biggest service departments and plays a vital role in the socio-economic life of the community. Its legislative base dates back to 1898 when the Indian Post Office Act was passed. P & T has recently been bifurcated, and it has also become necessary to re-organise the railway mail service. In keeping with these changes, we think that there is need for proper planning and management of manpower to keep pace with the challenge of modern times and requirements. We therefore recommend that postal services and personnel management may be reviewed by a committee to be specially set up for the purpose so that it may be possible to achieve postal excellence and give satisfaction to those employed in the infra-structure of the department.

Department of Telecommunications

10.57. Department of Telecommunications with about 3.8 lakh employees is responsible for the extension, operation and maintenance of the telephone and telegraph services in the country. The activities of the department include development of new technology and manufacture of equipment connected with the telecommunication services and construction and operation of each stations in connection with satellite communication.

10.58. The Telecommunication Board has a chairman in the rank of secretary to government and five members who are ex-officio additional secretaries. Except for the posts of chairman and member (finance), the posts of other members are encadred in the Indian Telecommunications Service (ITS) group A. There are at present 50 field units headed by general managers in senior administrative grade. A division under a divisional engineer constitutes the primary unit in the administrative and accounts set up and is responsible for installation, operation and maintenance of telecommunication service.

10.59. The Indian Telecommunications Service (ITS) group A is one of the engineering services to which recruitment is made through the engineering services examination held by Union Public Services Commission (UPSC). The service has a cadre strength of about 2500 officers and its pay structure conforms to the general pattern applicable to other group A engineering services. Our recommendations in chapter 8 will apply to posts in ITS.

10.60. It has been suggested that the Telecommunication Board should be brought on par with the Railway Board as the telecommunication organisation is much bigger than what Railway was some

year back. It has been stated that this will provide adequate scope for growth in years to come and also enable delegation of sufficient powers to field units. We find that the Mahanagar Telephone Nigam Ltd. has been set up with effect from April 1, 1986, for providing telecommunication service in the metro-politan cities of Bombay and Delhi, and a re-organisation of the Overseas Communications Service has also been completed. These changes will affect the working of the board. Keeping in view the cadre strength of the service, its role and functions, we recommend that the members of the Telecommunication Board may be given the scale of Rs.7300-8000.

10.61. There are at present four posts in the senior administrative grade of the ITS with special pay of Rs.250/-. Taking into account the duties and responsibilities of the members of the service, and to meet their aspirations, we recommend a total of eight posts, inclusive of those now having special pay of Rs.250/- per month which may be given the pay of Rs.7300/- (fixed) without any special pay

10.62. In the telecommunications research centre there are 19 officers who were directly recruited for research and development work. Eleven of these officers are in the scale of Rs.1500-2000 and the rest are in the scale of Rs.1100-1600. There has been no recruitment after 1975.

10.63. The association of these directly recruited officers has asked for parity in promotional prospects with ITS officers. The method of recruitment and the duties of these officers are different from those of ITS officers. We recommend that to provide some promotional prospects, two of the posts in the existing scale of Rs.1500-2000 may be placed in the selection grade of Rs.4500-5700.

10.64. Telecommunication Engineering Service group B comprises posts of assistant director, assistant engineer, sub-divisional officer and commercial officer, etc. in the scale of Rs.650-1200. There is no direct recruitment at this level and there is avenue of promotion to ITS. The association of promoted officers has represented that group B officers, on ad hoc promotion to group A senior time scale posts, have to continue as "holding charge" divisional engineer for a long time without regularisation of their promotion and that period is not taken into account for future promotion. We have been informed that group B officers, on promotion to ITS, are notionally fixed in junior time scale for the purpose of seniority with respect to direct recruits as per the present quota system. But functionally they are placed directly in the senior time scale as the posts in that scale are more than in the junior scale and they continue on ad hoc basis for some years until the corresponding direct recruit after completing prescribed service in junior time scale is promoted to the senior time scale. They are, however, given special benefit in pay fixation. We have considered the matter. It appears to us that in view of the provisions in the service rules, it is not really a case for regularisation of promotion but of determination of inter-se-seniority which again is governed by the rules and orders issued by government and does not call for any change.

10.65. P&T Accounts and Finance Service group A has a cadre strength of 230 officers and the pay scales correspond to those in other group A central services. The department has recommended that from the point of view of career management and efficiency of service, this service should have a post of the rank of additional secretary in its cadre. Keeping in view the total cadre strength of the service and other relevant considerations, we recommend that the post of deputy director general in the senior administrative grade of the service with special pay of Rs.250/- may be given the pay of Rs.7300/- (fixed) without any special pay.

10.66. There are about 61,000 telephone operators in the scale of Rs.260-480. While 20 per cent of the posts are filled by promotion through competitive test, the remaining posts are filled by direct recruitment, the prescribed qualification being matriculation. The unions affiliated to the federation of national P&T employees have suggested different scales of pay for telephone operator and they are in favour of maintaining the existing parity of scale between telephone operator and time scale clerk. All India telephone traffic employees association has, however, suggested that in view of the onerous duties and responsibilities, the telephone operator should not be clubbed with other P&T cadres. The present scale of Rs.260-480 for telephone operator and allied cadres is the same as for the principal operative cadres in Department of Posts having comparable work and responsibilities. The existing relativities in the two departments at this level may, therefore, continue.

10.67. The telecommunication engineering staff comprises categories like lineman/wireman (Rs.210-270), technician (Rs.260-480), telephone inspector/auto exchange assistant/transmission

assistant/wireless operator (Rs.380-560) and junior engineer (Rs.425-700). We have been informed that based on the recommendations of Sarin Committee on Telecommunication, a study of the technical cadres of the department was undertaken. As result, a scheme of rationalisation has been evolved that provided for laying down higher qualification for recruitment, commensurate with the skill required for the job and with better pay scales. The skill required for the job and with better pay scales. The staffing norms are also proposed to be tightened so as to bring down eventually the staff telephone ratio. It is proposed that below the level of junior engineer, there should be a cadre of technical assistant for indoor equipment and another cadre of technician for outdoor plant maintenance. The scheme of rationalisation, which involves basic changes, is said to be under consideration of government. We recognise that technology in the field of telecommunications is changing rapidly and it is necessary for the department to have trained manpower of requisite calibre. It would also be necessary to train the existing manpower suitably to be able to cope with the changing requirements. As the proposed scheme will not only affect various cadres within the department but will also disturb relativities vis-a-vis comparable cadres in Department of Posts and elsewhere, this aspect should be kept in view by government in any scheme of rationalisation affecting the major cadres.

10.68. The association of junior engineers has represented that their pay scale should be raised from Rs.425-700 to Rs.550-900 as the earlier qualification of diploma in engineering has now been raised to degree in engineering or first class degree in science with physics and mathematics. The junior engineers have a selection grade in the scale of Rs.550-900. The department is also in favour of upgradation of the pay scale on the ground that with rapid development in technology, the duties and responsibilities of junior engineers will require more skill. The posts of junior engineer in telecommunication department are at present in the same pay scale as similar posts in other engineering departments. We are told, however, that their duties and responsibilities will become more complex and technical with the proposed rationalisation of the multiple technical cadres into two levels of technical assistant and technician. As the duties and responsibilities of junior engineers are likely to undergo changes, government may examine what scale of pay will be suitable for these posts. Till then the existing relativities at this level may continue.

10.69. Linemen and Wiremen have represented that their work involves skill and is technical in nature and this should be duly reflected in their pay scale. They have also asked for parity with linemen in the railways. Historically, the category of linemen/wiremen have been on par with postmen in the Department of Posts for whom we have recommended the scale of Rs.825-1200. We, therefore, recommend that posts of linemen and wiremen now in the scale of Rs.210-270 may be placed in the scale of Rs.825-1200. We are also of the view that the recruitment qualification of lineman and wireman should be raised.

10.70. In the operative cadres in the telegraph traffic wing there are posts of telegraph assistant and telegraphist in the scale of Rs.260-480. The association affiliated to the national federation of the P&T employees has represented that there has been no appreciation of the skill, arduousness of round-the-clock duties, health hazards, etc., of the telegraphist. On the other hand, it has been suggested that the UDC's scale of pay may be given to the telegraphist. Taking into account the duties and responsibilities of the posts at this level, we are of the view that the posts of telegraphist and telegraph assistant may continue to be on par.

10.71. The Advanced Level Telecommunication Training Centre is a modern training centre in the field of high technology. We have been told that there are some difficulties in attracting suitable officers to serve on the faculty of the centre. We recommend that the instructions contained in Department of Personnel and Training O.M. No. 12017/2/86-Trg.(TNP) dated February 7, 1986 may be made applicable to the centre.

10.72. There are five telecommunication factories with a strength of about 80 group A officers. Recruitment at this level is through the engineering services examination. There are three posts of general manager in the scale of Rs.2250-2500 and eleven posts of manager/deputy general manager in the scale of Rs.1500-1800. In line with our recommendations for group A services, we recommend that two posts of manager/deputy general manager may be in the selection grade of Rs.4500-5700. We also recommend that the general managers of the three factories may be given the scale of Rs.5900-6700.

10.73. All India P&T industrial workers union and the P&T mazdoor union have represented that since the telecommunication stores organisation is not involved in manufacture of any item, the posts in this organisation should not be classified as industrial. We have been informed that the demand for converting these posts into non-industrial categories was examined by a departmental Expert Committee and after due consideration the department decided not to make any change in status of these posts.

Civil Engineering Wing

10.74. Three branches, viz., civil engineering, electrical engineering and architecture make up the civil engineering wing which looks after the civil engineering needs of both the Departments of Telecommunications and Posts. Posts in each of the three branch Rs.2500-2750 at the headquarters which is open to all the three branches. Civil wing engineers association has represented for constitution of an organised service to provide better promotional opportunities. We have been informed that constitution of a service is already under consideration of the government. We recommend early finalisation of the matter so that this service may be on par with other organised engineering services. Keeping in view the cadre strength, their role and functions, we recommend that the post in the scale of Rs.2500-2750 at the headquarters may be upgraded and given the pay of Rs.7300/-(fixed). We also recommend that three posts in the senior administrative grade (Level II) scale of Rs.2250-2500 may be upgraded to Rs.5900-6700, one for each branch i.e. civil engineering, electrical engineering and architecture.

Wireless planning and coordination wing

10.75. Wireless planning and co-ordination wing (WPC) is entrusted with the task of planning and coordinating the use of radio frequency spectrum and geo-stationary satellite orbit. It has a coordinating role in highly technical radio regulatory matters and also ensures that contending requirements of various wireless users in the country are kept within the frame-work of national interest. The organisation also looks after national interest in the sphere of international network of wireless communication. The organisation has a strength of about 700. Having regard to the role and importance of the organisation, we recommend that the wireless adviser in the scale of Rs.2250-2750 may be given the pay of Rs.7300/-(fixed). We also suggest that this post should be made available to the members of the organisation to meet their legitimate aspirations.

10.76. There is one post each of director (Rs.2000-2250) and joint wireless adviser (Rs.1800-2250) which are filled by promotion from deputy director (Rs.1500-1800). We recommend the pay scale of Rs.4500-5700 for the posts of director and joint wireless adviser.

Overseas Communications Service (OCS)

10.77 The Overseas Communication Service is responsible for the establishment, maintenance and operation of the country's external telecommunication services. This organisation has been converted into a public sector undertaking - Videsh Sanchar Nigam Ltd. - with effect from April 1, 1986. The pay scales of posts in this organisation conform to the general pattern of pay scales and our recommendation in chapter 8 will apply to them subject to such orders as may be finally passed by government.

Out-station allowance

10.78 The outstation allowance is admissible to RMS staff employed in the RMS sections in running trains, where the period of their absence from headquarters in connection with such duties exceeds 6 hours. The rates of outstation allowance are fixed as a percentage of the rates of daily allowance. The federations have stated that there has been delay in revising the rates of outstation allowance, and they have also asked for payment of outstation allowance at the same rate as daily allowance. Since the outstation allowance is linked to daily allowance, we recommend that its revision should be made effective from the same date from which the rates of daily allowance are revised. We do not find any justification for the grant of outstation allowance at the same rate as daily allowance and the present practice of paying it as a fixed percentage of daily allowance may continue.

Night halt allowance

10.79. Certain categories of staff, viz., mail/cash overseer, village postman, lineman and runner whose duties involve regular travelling on their respective beats, are granted night halt allowance when they spend the night away from the headquarters on such duty. This allowance is given in lieu of the usual travelling allowance and its rate is fixed as a percentage of the normal rate of daily allowance for the concerned category of staff. The P&T unions have represented for payment of full daily allowance as night halt allowance to these categories of staff. We find that the Board of Arbitration rejected the demand and favoured payment of night halt allowance at a rate equal to a fixed percentage of the daily allowance. This may continue.

Test and non-test categories of posts

10.80. Among the group D posts in P&T, those in the scale of Rs.196-232 have been classified into test and non-test categories. The distinction is based mainly on the literacy qualifications prescribed for recruitment. The non-test category staff have to qualify in literacy test before they are transferred to the test category, as and when vacancies become available. The P&T federations have represented that the operative group D (test category) staff perform responsible duties which cannot be termed as unskilled and that they should be equated with the lowest semi-skilled category. They have also urged that the test category posts are promotional posts for non-test category, and hence these scales should be higher than the scales for the non-test category staff. It is difficult to accept the contention that transfer from the non-test category to test category on passing a literacy test is equivalent to promotion. Similar posts exist in almost all departments of government and considering their duties and responsibilities, we do not find any justification for providing two separate scales of pay for these two categories of posts. Government may, however, examine whether any useful purpose is being served by continuing the distinction between test and non-test categories in these days when educated persons are available.

IV. Ministry of Defence

10.81. The Ministry of Defence has the following three departments,—

- (i) Department of Defence;
- (ii) Department of Defence Production and Supplies; and
- (iii) Department of Defence Research and Development.

A large number of civilians are employed in the various units and formations under the three Services Head-quarters and other organisations like Directorate General of Ordnance Factories (DGOF), Directorate General of Inspection (DGI), Defence Research and Development Organisations (DRDO) and Defence Accounts Department (DAD). The number of civilian working in the different organisations in the Defence Ministry including DGOF is about 7.25 lakh, which includes 1.6 lakh industrial workers under DGOP.

Department of Defence

10.82. We have considered the suggestions in respect of the pay scales and promotion prospects of the following staff in the army headquarters who deal with work of a special nature, and recommend that their pay scales may be revised as under,—

Designation	Proposed Pay Scale (Rs.)
Supervisory examiner (ordinary grade including selection grade)	2000-3500
Civilian interpreter	1600-2660
Examiner (ordinary grade including selection grade)	1600-2660
Assistant examiner	1400-2300
Packer (ordinary grade including selection grade)	775-1025

10.83. Officers of the Armed Forces Headquarters Civil Service (AFHQCS) hold civilian posts in the three service headquarters and inter-service organisations. There is parity of pay scales between the Central Secretariat Service (CSS) and AFHQCS at the level of assistant and assistant civilian staff officer/section officer. But at the level of under secretary/civilian staff officer and deputy

secretary/senior civilian staff officer the pay scales are different. The method of recruitment to this service is the same as for CSS. We have considered the duties and responsibilities of officers in the CSS and AFHQCS at corresponding levels and are of the view that the parity which exists between the two services at certain levels should be extended upto the level of senior civilian staff officer. We accordingly recommend that the four grades in the AFHQCS may be given the same pay scales as in CSS.

10.84. It has been suggested that officers of AFHQCS should have opportunities for promotion to higher posts. We have been informed that the Ministry of Defence had initiated cadre review of the service and one of the proposals was to identify and include posts at the level of Rs.2000-2250 in AFHQCS. We recommend that some posts at this level may be identified and made available to the members of the service with due regard to the cadre strength.

10.85. The director, school of foreign language, is in the pay scale of Rs.1500-1800. It has been suggested that the pay scale should be improved. Keeping in view the duties and responsibilities of the post, we recommend the pay scale of Rs.4100-5300 for the director.

10.86. We have been informed that prior to Third Pay Commission the post of assistant director and the photographic officer in the armed forces film and photo division carried different scales of pay. It has also been brought to notice that prescribing the same scale of Rs.650-1200 for the assistant director and the photographic officer has created administrative problems since the photographic officer has to take directions from the assistant director. In view of this we recommend that assistant director may be given the scale of Rs.2200-4000.

10.87. There are two posts of principal research officer in the scale of Rs.1300-1700 in crypto analysis wing which are filled by promotion from senior research officer in the scale of Rs. 1100-1600. We recommend that this post may be given the pay scale of Rs.3700-5000.

10.88. In the Military Farms Department, there are posts of deputy assistant director in the scale of Rs.840-1200 which are filled by promotion from farm officer in the scale of Rs.650-1200. We recommend that the post of deputy assistant director may be given the scale of Rs.2200-4000.

10.89. In Electrical and Mechanical Engineering Corps (EME Corps), there are about 100 posts of civilian workshop officer in different scales of pay. The recruitment is through the engineering services examination conducted by UPSC. These posts have not yet been constituted into an organised group A service. In line with our general recommendations for engineering services, we recommend that the post of workshop superintendent ((selection grade) in the pay scale of Rs.1800-2000 may be given the scale of Rs.4500-5700.

10.90. Military Engineering Service (MES) is the construction agency for the works services of army, navy, air force and also of ordnance factories and R&D establishment. The officers cadre is included in MES which is an organised group A engineering service. The service has three cadres, namely, engineering, surveying and architecture. The pay scales are comparable with the other organised engineering services. There are posts of deputy chief engineer in MES in the scale of Rs.1500-2000 with special pay of Rs.200/- per month. We do not find a similar level of post with special pay in other engineering services. The department may examine whether a separate level of post with the designation of deputy chief engineer is necessary or superintending engineer in the selection grade could be appointed to the post.

10.91. We find that in MES there is no post above the level of chief engineer. The service has a cadre strength of about 1500 civilian officers who are recruited through the engineering services examination conducted by the UPSC. We are of the view that the career opportunities in MES should be comparable with other engineering services under the central government. We recommend that one post of chief engineer may be upgraded and given the pay of Rs.7300/- (fixed) which may be filled by a civilian officer of MES. The post may be suitably designated.

10.92 The following technical training institutions impart technical education at the graduate and post-graduate levels in different engineering disciplines,—

1. College of military engineering, Pune.
2. Military college of telecommunication engineering, Mhow.
3. Military college of electronics and mechanical engineering, Secunderabad.
4. Electrical and mechanical engineering school, Baroda.

It has been stated that proposals for improving the scales of pay of teaching staff in the armed forces technical training institutions have been under consideration for some time. We have been informed that a committee constituted for the purpose accepted the requirement of the teaching staff in the armed forces technical institutions to be of the same category as other technical institutions in the country and suggested improvement in their pay scales. The committee also recommended that the qualifications of the staff in these institutions should be on par with the qualifications prescribed by the all India council of technical education. We agree with the recommendations and suggest that the posts of assistant professor (Rs.1100-1600) in the armed forces technical institutions may be given the scale of Rs.3000-5000. For the posts of professor (Rs.1500-1800/1500-2000) and professor in the selection grade (Rs.1800-2000), we recommend the scale of Rs.4500-5700. We also recommend that the above scales of pay will be admissible subject to the prescription of the same qualifications and experience, etc. as laid down by the all India council of technical education.

10.93. Naval armament supply organisation is responsible for procurement, maintenance and supply of ordnance items and ammunition to Indian Navy. The officers cadre in this organisation is constituted in an organised group A service called Indian Naval Armament Service (INAS) with a strength of about 70 officers. The pattern of pay scales applicable to other engineering services has not been extended to INAS although the recruitment is through the engineering services examination conducted by UPSC. We recommend that the posts of naval armament supply officer in the ordinary and selection grades may be merged and given the scale of Rs.3700-5000.

The post of senior naval stores officer (Rs.1300-1700) and joint director naval stores (Rs.1500-1800) may be merged and given the scale of Rs.3700-5000. For the post of director logistic support (Rs.1800-2000), we recommend the scale of Rs.4500-5700.

10.94. There are posts of principal design officer engineering, construction and electrical in navy in the pay scale of Rs.1300-1700. These posts are filled from the senior design officers grade I of the respective branches in the scale of Rs.1100-1600. Fifty per cent of the posts are filled by direct recruitment from amongst engineers having degree in mechanical/marine/electrical and naval architecture with 8 years practical experience in design, installation and construction. Keeping in view the qualifications and specialised nature of work, we recommend that these posts may be placed in the scale of Rs.3700-5000.

10.95. For providing necessary support and back up facilities to the naval ships in the base ports, there are a number of yard crafts (tugs, oil tankers, ferry boats, etc.) which are manned entirely by civilian personnel. Naval headquarters have pointed out that number of posts remain unfilled which is adversely affecting the support services to the operational fleet ships. They have therefore suggested an improvement in the pay scales. Having regard to the difficulties in filling up the posts and keeping in view the operational requirements, we consider it necessary to improve the scales of pay for some of these posts. We recommend the following scales of pay,—

Designation	Proposed scale of Pay (Rs.)
1. Master (Oil tanker)	2000-3200
2. Master grade I	1600-2660
3. Master grade II	1400-2300
4. Engine driver class I	1400-2300
5. Engine driver class II/syrang of lascar	1320-2040
6. Engine driver class III	1200-1800

10.96. The photo printers grade I in the naval headquarters (Rs.290-560) who are required to operate zerox machines have represented for parity of pay scale with zerox operator in the Directorate of Standardization (Rs.425-600) and machine operator (zerox) (Rs.425-600) in the air headquarters. We are informed that the duties of photo printers grade I in the naval headquarters are comparable with machine/zerox operators in these organisations under the Ministry of Defence. We recommend that the posts of photo printer grade I in the naval headquarters in the scale of Rs.290-560, may be given the scale of Rs.1350-2200. The designation of the posts may also be changed.

10.97. The Defence Lands and Cantonment Service has cadre strength of about 250 officers recruited through the civil services examination conducted by UPSC. It has been suggested that the post of director general, Defence Lands & Cantonment which is on the pay of Rs.2750 (fixed) may be given the pay of Rs.3000/- (fixed). We accordingly recommend that the post may be given the pay of Rs.7300/- (fixed).

10.98. Under the Directorate General of Armed Forces Medical Services, there is an artificial limb centre at Pune, which is engaged in the specialised field of production, fitting and training in the use of prostheses and orthoses and other rehabilitation equipment. It has been suggested that the pay scales of the posts in the centre should compare with the pay scales of similar posts in all India institute of physical medicine and rehabilitation, under the Ministry of Health. The work done in the institute is mainly research, training and treatment while the artificial limb centre, Pune, is essentially a production unit. Having regard to the specialised nature of work in the artificial limb centre, we recommend that the pay scales of the following posts may be revised as given below,—

Designation	Proposed pay scales (Rs.)
1. Chief limb fitter	1640-2900
2. Supervisor (Tech.) grade I	1640-2900
3. Supervisor (Tech.) grade II	1400-2300
4. Limb fitter	1400-2300
5. Limb maker carpenter	1320-2040
6. Limb maker leather fabric	
7. Boot shoe maker	
8. Leading hand technician	1200-1800
9. Bench fitter	
10. Arm training instructor	
11. Leg training instructor	

10.99. Armed forces medical college, Pune, imparts post-graduate training to service officers and is a major source for recruiting doctors in army medical corps. We recommend that teaching posts in the scale of Rs.1800-2250 may be given the pay scale of Rs.4500-5700 and those in the scale of Rs.1100-1800 may be given the scale of Rs.3000-5000.

10.100. For security of defence depots and installations, there is a cadre of civilian assistant security officers with 67 posts. Recruitment to these posts was made through UPSC. We understand that there was proposal to merge the cadre of civilian assistant security officer with the defence security corps. This, however, has not yet materialised. Having regard to the qualifications for recruitment and the responsibilities of the post, we recommend that the post of civilian assistant security officer (Rs.550-900) may be given the scale of Rs.2000-3500 and the posts in the scale of Rs.775-1200 may be given the scale of Rs.2200-4000.

Department of Defence Production

10.101. The Department of Defence Production has under it the directorate general of ordnance factories which is responsible for administration, direction and control of 34 ordnance factories. The ordnance factories organisation comprises the ordnance factory board (OFB) at Calcutta, the additional director generals of ordnance factories at Kanpur and Avadi and 34 ordnance factories headed by general managers. The ordnance factories organisation was recognised in 1979 and the board with director general as chairman and 7 full time members was set up.

10.102. The director general of ordnance factories (DGOF) and chairman of OFB is the administrative head of the ordnance factories organisation and functions as its chief executive. The Department of Defence Production has delegated power for administration of the ordnance factories to the board. The pay of the posts of members in OFB and additional director generals at Kanpur and Avadi is Rs.3000/- (fixed). Having regard to the duties and responsibilities of these posts, we recommend that posts of members and additional director generals may be given the scale of Rs.7300-8000.

10.103. The officers cadre in the ordnance factories is included in the Indian Ordnance Factories Service (IOFS), technical and non-technical with a strength of about 1400 officers. The service is multi-disciplinary, comprising engineers, metallurgists, chemists, etc. The administrative officers are included in the IOFS (Non-tech.). Recruitment to the non-technical service is through the civil services examination. Recruitment to technical posts is through the engineering services examination as well as directly through UPSC. The grade structure of the IOFS, technical and non-technical, is similar to the other organised engineering and central services.

10.104. While in other engineering services there is a selection grade of Rs.2000-2250, the posts at this level in ordnance factories are treated as promotion posts of joint general manager. We have been informed that department would like to retain this level in large ordnance factories. It is for government to consider whether the scale of Rs.2000-2250 should be utilised as a selection grade as in other engineering services or may continue to be operated as a separate functional level for joint general manager in the ordnance factories. We however, suggest that these posts may be given the scale of Rs.4500-5700 and they may be created on the same basis as adopted for creating selection grade in other engineering services.

10.105. It has been represented that the responsibilities of general managers in certain large ordnance factories are broadly comparable with the duties and responsibilities of general managers in the railway production units, who are in a higher scale of pay. Taking into account the turn over, duties and responsibilities of general managers in the large ordnance factories, we are of the view that four posts of general managers may be given the pay of Rs.7300/- (fixed). Government may identify the four posts and redesignate them if considered necessary.

10.106. The medical facilities for employees of ordnance factories and their families are provided by the Indian Ordnance Factories Health Services (IOFHS). There are 23 hospitals, 33 estate dispensaries and 33 dispensaries inside the factories. The medical officers working in these hospitals/dispensaries belong to the IOFHS which has a strength of 250 medical officers.

10.107. There is a director health services at the head-quarters in the scale of Rs.2250-2500. It has been recommended that the pay of the post may be raised as this is the highest post in the service. Taking into consideration the cadre structure, limited prospects of promotion, we agree that the post of director may be given pay of Rs.7300/-(fixed).

10.108. IOFHS had no cadre of specialists. Recently about 40 posts of specialists in 6 different disciplines have been created in the pay scales of Rs.1100-1800 and Rs.1500-2000. For these posts we recommend the pay scales of Rs.3000-5000 and Rs.4500-5700 respectively to bring them on par with CHS. We further recommend that for further strengthening the specialist cadre, two posts of senior specialists/consultants may be created by upgrading two existing posts and given the pay scale of Rs.5900-6700. These posts should be given to medical officers/specialists with outstanding performance.

10.109. The assistant foreman in the technical cadre is in the scale of Rs.700-900, whereas the assistant foreman (non-technical) is in the scale of Rs.550-750 with Rs.100/- as special pay. There is little justification for this difference and we recommend that the post of assistant foreman (non-technical) in the scale of Rs.550-750 with special pay of Rs.100/- may be given the scale of pay of Rs.2000-3200 without special pay. The post may be suitably redesignated.

10.110. Supervisor 'A' (non-tech.) is in the scale of Rs.425-640 and is promoted to the post of Chargeman grade II (non-technical) in the scale of Rs.425-700. In the technical cadre the posts of supervisor (Rs.425-640) have been merged with chargeman grade II (Rs.425-700). We recommend that the posts of supervisor 'A' (non-technical) and chargeman grade II (non-technical) may also be merged.

10.111. It has been brought to notice that the pay scales of certain industrial trades in heavy vehicle factory (HVF) Avadi are lower compared to the pay scales of similar trades in other ordnance factories. The disparities within the same organisation should be corrected and we recommend that such trades in the HVF Avadi may be brought over to the scales of pay applicable to these trades in other ordnance factories as advised by the anomalies committed, 1984.

Department of Defence Research and Development

10.112. In 1979, the then existing Defence Science Service was split into the following three services,—

1. Defence Research and Development Service (DRDS) under Defence Research and Development Organisation.
2. Defence Quality Assurance Service (DQAS), under director general of inspection.
3. Defence Aeronautical Quality Assurance Service (DAQAS), under Directorate of technical development and production (Air).

The pay structure of these services broadly corresponds to that of other scientific services.

10.113. At present there is a system of flexible complementing in DRDS which is applicable for posts upto the pay scale of Rs.1800-2250. It has been suggested that flexible complementing may be extended to the next higher scale of Rs.2000-2500. We have considered the suggestion and recommend that flexible complementing in DRDS may be extended to posts in the scale of Rs.4500-5700 also. In order to attract, retain and motivate scientists, we suggest that the pay scale of Rs.5900-7300 may be given to those scientists whose work has been assessed and found to be outstanding.

10.114. The vehicle research & development establishment (VRDE) under DRDO is engaged in inspection, testing and evaluation of vehicles. There are 15 posts of driver (Test & proof) in the scale of Rs.320-400 in this establishment which are filled by promotion from driver grade II in the scale of Rs.260-350. It has been stated that driver (Test & proof) are engaged on duties of filed trials involving risks and hazards as compared to other MT drivers. We agree and recommend that the posts of driver (Test & proof) in VRDE may be given the scale of Rs.1200-1800.

10.115. Defence accounts department is entrusted with the accounting and audit functions in respect of the Ministry of Defence, army, navy and air force, ordnance factories, DRDO, etc. The Indian Defence Accounts Service is an organised group 'A' service with a strength of about 250 officers. Recruitment to the service is through the civil services examination conducted by UPSC. The controller general of defence accounts (CGDA) as head of the department is responsible for administering the organisation with about 30,000 officers and staff and 800 sub-offices spread all over the country. Keeping in view the role and functions of the department and responsibilities at the level of CGDA, we recommend that the post of CGDA may be given the pay of Rs.7600/- (fixed) as against Rs.3000/- at present. There are three posts of additional CGDA or equivalent in the scale of Rs.2500-2750 with special pay of Rs.250/- per month. We recommend the pay of Rs.7300/- (fixed) for these posts without special pay.

10.116. The finance division of the Ministry of Defence is headed by financial adviser who exercises financial control over the proposals involving expenditure from the Defence budget. He is also responsible for internal audit and accounting of the defence expenditure and this responsibility is discharged through CGDA. Keeping in view the role of the financial adviser, we recommend that the pay of the post of financial adviser may be revised from Rs.3000-3500 to Rs.8000/- (fixed). The post should be held by members of Indian Defence Accounts Service.

Fire Fighting Staff

10.117. The Ministry of Defence which employs, the largest number of fire fighting staff has fireman at the lowest level in the pay scale of Rs.200-250. It has been suggested that fireman in ordnance factories and other organisations under the Ministry of Defence should at least be equated to a semi-skilled worker. We have taken note of the duties of the fire fighting personnel in the different organisations of the Defence Ministry and are of the view that their pay scales need some improvement. We accordingly recommend that the fireman grade II who are at present in the pay scale of Rs.200-250 in the organisations under Ministry of Defence may be placed in the scale of Rs.800-1150 and fireman grade I in the existing scale of Rs.210-270 may be placed in the scale of Rs.825-1200.

During oral evidence, the all India defence fire staff association had suggested a merger of fireman grade II and grade I. Since the posts of fireman grade I provide promotional avenue for fireman grade II, we are not in favour of merger.

Store Keeping Staff

10.118. The organisations under the Ministry of Defence Accounts for about 62 per cent of the total posts of store keepers in various ministries/departments. The store keepers are employed in ordnance factories, repair and maintenance workshops, vehicle depots, command ordnance depots, military engineering service and the repair workshops in navy, air force, etc.

10.119. The majority of group 'C' store keeping staff under the Defence Ministry are distributed in five scales of pay. However, there is no uniformity in the structure of pay scales for store keeping staff in different organisations under the Ministry. While the scales of Rs.260-400 and Rs.330-560 exist in all the organisations under the Ministry, this is not so in the case of the other scales of pay. It has been represented that the store keeping staff in the different organisations under the Defence Ministry should be on a common pattern of scales of pay and the existing anomalies should be removed. The all India defence employees federation in their memorandum have suggested a scheme of rationalisation of the store keeping posts into 6 scales of pay. In our opinion the number of pay scales would depend upon the functional requirements of each organisation and there cannot be a pre-determined pattern in this regard. A few changes are, however, necessary in the existing pay scales of the store keeping staff under the Ministry of Defence as discussed below:—

- (i) In EME Corps there are 29 posts of store keepers (SG) in the scale of Rs.330-480 which are filled by promotion from store keepers in the scale of Rs.260-400. To bring about uniformity at this level in the various organisations, the posts in the existing selection grade may be merged with the posts of senior store keeper and placed in the scale of Rs.1200-2040.
- (ii) There are 396 posts of senior store keepers in the scale of Rs.425-600 in air force. These posts are filled by promotion from store keepers in the scale of Rs.330-560. The next higher promotional posts at this level in other defence organisations are in the scale of Rs.455-700. We recommend that the posts of senior store keepers in the scale of Rs.425-600 may be upgraded to the scale applicable to superintendent of stores which is Rs.1400-2300.
- (iii) There are 17 posts of senior store keepers (SG) in the scale of Rs.425-600 in the DGI. These posts are filled by promotion from senior store keepers in the scale of Rs.330-560. For the reason given in respect of similar posts in air force, we recommend that the post of senior store keeper (SG) in the scale of Rs.425-600 may be upgraded to the scale applicable to superintendent of stores which is Rs.1400-2300.
- (iv) In the Military Engineering Service the posts of supervisor barrack & stores (B&S) grade I in the scale of Rs.470-750 are filled by promotion from supervisor B&S grade II in the scale of Rs.330-560. The pay scale of Rs.470-750 which appears to cover the span of two scales of pay, viz. Rs.425-700 and Rs.550-750 was specifically recommended by Third Pay Commission. A separate level of Rs.550-750, does not, therefore, exist in the case of the B&S cadre in MES. A detailed examination of the work of the B&S Branch will be necessary to decide whether this cadre in MES should follow the pattern of other stores organisations under the Ministry. Government may examine the matter. Pending such a review, the post of B&S supervisor grade I in the scale of Rs.470-750 may be placed in the scale of Rs.1400-2600.
- (v) In the DGOF the pay scales of store keeping staff at certain levels correspond to the pay scales applicable to the technical categories. The post of supervisor 'A' in the store keeping cadre is in the scale of Rs.425-640 and is filled by promotion from the post of supervisor 'B' in the scale of Rs.330-560. Twenty per cent of the posts of supervisor 'A' (non-tech.) are filled by direct recruitment from amongst graduates. The post of supervisor 'A' in the technical cadre has since been merged in the grade of chargeman grad II and placed in the

scale of Rs.425-700. To bring about uniformity at this level between the technical and non-technical posts, we recommend that the posts of supervisor 'A' (non-tech.) in the scale of Rs.425-640 in the store keeping cadre may also be merged with those of chargeman grade II (non-tech.) in the scale of Rs.425-700 and placed in the scale of Rs.1400-2300.

- (vi) With the merger of supervisor 'A' (non-tech.) and chargeman grade II, the post of supervisor 'B' (non-tech.) in the scale of Rs.330-560 may be suitably redesignated.
- (vii) There are 210 posts of assistant store holder in the scale of Rs.550-750 which are filled by promotion from chargeman grade I (non-tech.) which also is in the scale of Rs. 550-750. It has been pointed out that this separate level of supervision is not required as there is not much difference in the functions of chargeman grade I and assistant store holder. We suggest that the post of assistant store holder and chargeman grade I may be merged and given the scale of Rs.1600-2660.

National Cadet Corps

10.120. National Cadet Corps (NCC) was established in 1948 by Act No.XXXI of 1948. It is constituted in a State in one or more units of the corps, members of which are recruited from amongst students of a university or school. The aims of the NCC are as follows:—

- i) Development of leadership, character, comradeship, spirit of sportsmanship and the ideal of service;
- ii) Creation of a force of disciplined and trained manpower;
- iii) Providing training to develop officer-like qualities.

NCC is headed by a director general in the rank of lieutenant general. The organisation is divided into 16 directorates, each controlling a number of group headquarters with 6-8 Units under the command of each group headquarters. Each such unit of NCC gives coverage to a number of educational institutions.

Boys and girls in schools from class VIII onwards are enrolled in junior division of NCC and at college level they are enrolled in different wings of senior division. These divisions are divided into army, navy, air wings and girls' division.

10.121. NCC is manned by regular commissioned officers drawn from army, navy and air force and also by a cadre of whole time officers. There is also induction of junior commissioned officers (JCOs) and other ranks in NCC on tenure basis. While on deputation to NCC, regular service officers, JCOs and other ranks continue to be governed by the terms and conditions applicable to them as members of the armed forces.

10.122. The whole time male and female NCC officers recruited for service in NCC are governed by the NCC Act and rules and are granted commission in NCC. Even after grant of commission in NCC, the whole time NCC officers and the regular service officers drawn on deputation from army navy and air force are not on par in the matter of pay scales, allowances and benefits.

10.123. Fresh recruitment to the cadre of NCC whole time officers from the civilian sources was stopped in 1974 and a decision has been taken that in future the posts of whole time male officers will be filled by regular service officers. A proposal is under consideration for absorbing NCC whole time male officers in the special list Commission. We were informed under Defence Ministry's letter of 20.6.86 that this had not been agreed to so far. If the government decide to include the NCC whole time male officers in the special list, they will be on par with regular service officers of the special list in the matter of pay scales, allowances, etc.

10.124. The whole time officers in NCC are at present allowed the pay scales of army reduced by Rs.50/- at the minimum. Since the question of including the NCC whole time male officers in the special list commission is engaging the attention of government, we recommend that the existing correspondence between the pay scales of the regular service officers and the NCC whole time officers may be continued until a final decision is taken in the matter. The pay scales of NCC whole time

officers may suitably be revised by government on the basis of the pay scales recommended by us for corresponding ranks in the army.

10.125. There are 578 NCC whole time officers including 29 whole time female officers in the army wing of NCC. If government decide to include the whole time male NCC officers in the special list commission of the army, the 29 female officers will still be left out. The Defence Ministry has suggested that when the whole time male officers are given the special list commission, female officers may be compensated by bringing their pay scales, allowances and facilities on par with the whole time NCC male officers on their inclusion in the special list commission. We agree and recommend accordingly.

10.126. We have received a proposal regarding improvement in terms and conditions of the girl cadet instructors. Training to the NCC cadets is imparted by the JCOs/NCOs drawn from the armed forces on tenure appointments in the NCC. For imparting training to girl cadets, the services of the JCOs and NCOs drawn from three services are not utilised and for this purpose 20 per cent of the permanent instructional posts are filled directly for appointment as girl cadet instructors. The details of the existing posts of girl cadet instructors are indicated below:—

Designation	No. of posts	Pay scale
Sergeant major instructor	157	Rs.245-325
Under Officer instructor	78	Rs.355-455

The above scales of pay for girl cadet instructors are less by Rs.5/- at minimum of the pay scales applicable to JCOs/NCOs in group 'D' of the army. As recommended by us in case of the NCC whole time officers, the correspondence between the pay scale of the JCOs/NCOs of the army and the girl cadet instructors may continue, and their scales may be suitable determined by government on the basis of pay scales of corresponding ranks in the army.

10.127. In regard to the entitlements of the NCC whole time officers and the girl cadet instructors in the matter of leave, leave travel concession, rations, etc., we do not recommend any change in the existing position. However, outfit allowance and kit maintenance allowance for NCC officers may be at the same rates as recommended by us for officers of central police organisations.

10.128. The post of director (Personnel) in the headquarters office of director general NCC is at present in the scale of Rs.1500-1800. We have been informed that the post has all along been held by officers belonging to the cadre of senior civilian staff officers of the AFHQ Civil Service. We recommend that the post of director (Personnel) in NCC may be given the scale of Rs.4100-5300.

10.129. Posts of civilian gliding instructors in NCC are in the scale of Rs.650-960. We have examined the qualifications for recruitment as well as duties and responsibilities attached to the post which are comparable with those of the civilian gliding instructors in Civil Aviation Department. We therefore recommend that the civilian gliding instructors in NCC now in the scale of Rs.650-960 may be given the scale of Rs.2200-4000.

Coast Guard

10.130. The coast guard was constituted as an armed force of the Union under the Coast Guard Act, 1978, for ensuring the security of the maritime zones of India. The members of the coast guard are subject to the Coast Guard Act which is based on the Navy Act, 1957. At its inception the coast guard was manned by naval personnel on deputation. In order to reduce the dependence on navy in a phased manner, direct recruitment of officers and sailors was started in 1980 but the dependence on navy for trained manpower continues. The terms and conditions of deputation of personnel of defence services to coast guard are governed by separate orders.

10.131. The coast guard has a strength of about 1800 personnel in 41 scales of pay. The officers of the coast guard are in two main branches, namely, the general duties and the technical branches. An aviation branch has been added from July, 1983. In the matter of rank structure and pay scales, the officers' cadre in the coast guard generally corresponds to other central police organisations like border security force. A suggestion was made that keeping in view the similarity in functions and the

inter-action which the coast guard has with the navy, the pay scales of the coast guard officers should be similar to the pay scales of the officers in the navy. We have examined the role, duties and responsibilities of the coast guard personnel and consider that the existing correspondence in the matter of pay scales between the coast guard officers and the officers in other central police organisations should continue. Keeping in view the pay scales recommended by us for the central police organisations, the pay scales of the coast guard officers may be revised as under,—

Designation of the post	Present scale	Proposed scale
Assistant commandant	Rs.700-1300	Rs.2200-4000
Deputy commandant	Rs.1200-1700	Rs.3000-4500
Commandant	Rs.1200-1700+Special pay of Rs.100/- p.m.	Rs.4100-5300
Deputy inspector general	Rs.2000-2250	Rs.4500-5700
Inspector general	Rs.2500-2750	Rs.5900-6700
Director general	Rs.3000/- (fixed)	Rs.7600/- (fixed)

10.132. The coast guard officers in the aviation branch have been given a higher start and their pay scales are as under:—

	Existing Scale
Assistant commandant	Rs.770-1370
Deputy commandant	Rs.1280-1780
Commandant	Rs.1280-1780 with special pay of Rs.100/- per month

The existing practice of giving higher start in the aviation branch appears to be based on the practice in the navy where the officers in the naval aviation branch draw higher starting salary as compared to other officers in the general list. In line with our recommendations for navy, we suggest that the existing practice of giving higher start to officers in the aviation branch may be discontinued and the pay scales for the aviation branch at the level of assistant commandant, deputy commandant and commandant may be the same as recommended by us for other officers of coast guard at corresponding levels.

10.133. Special pay at the rates of Rs.75/- and Rs.50 per month is admissible to officers of the rank of commandant and deputy/assistant commandant, respectively, in command of coast guard ships. Our general recommendations on special pay will apply.

10.134. Officers posted to coast guard ships are paid compensatory allowance at the rate of Rs.100/- per month for commandant and Rs.50/- per month for deputy commandant. This may continue at the existing rates and subject to existing conditions governing its grant.

10.135. The subordinate officers and sailors in the coast guard are distributed in three main branches, viz. general duty branch, technical branch and domestic branch. An aviation branch has also been added recently. There are six ranks with designations of navik, uttam navik, pradhan navik, adhikari, uttam adhikari and pradhan adhikari in general duty, domestic and aviation branches. In the case of technical branch, the designations of the six ranks are yantrik, uttam yantrik, pradhan yantrik, sahayak engineer, uttam sahayak engineer and pradhan sahayak engineer.

10.136. The existing pay scales of the coast guard personnel below officer rank were evolved by suitable adjustments in the pay scales of corresponding naval ranks. The pay scales for the different branches in the coast guard have been determined with reference to corresponding ranks in the relevant pay groups in the navy as indicated below,—

Coast guard	Navy
Domestic branch	group C
General duty branch	group B
Technical branch	group A
Aviation branch	Aviation branch

In the case of domestic branch and the general duty branch in the coast guard the difference in the pay scales exists only at the level of navik and uttam navik. The pay scales for the other ranks in both the branches are the same.

10.137. We have considered the question whether the pay scales for subordinates and sailors in the coast guard should correspond to the pay scales for comparable ranks in navy or to central police organisations like border security force. The pay scales of the coast guard officers have been determined on the basis of pay scales applicable to officers in the BSF. It will therefore be appropriate if the pay scales for the subordinates and sailors also correspond to those in the central police organisations. The role of navy is different and therefore its scales of pay will not be applicable to coast guard personnel. We have considered the qualifications prescribed for recruitment in the different branches of the coast guard and also their duties and responsibilities. We recommend the following scales of pay for subordinates and sailors in the different branches of coast guard,—

Rank	Proposed scale of pay (Rs.)	
	Domestic branch and general duty branch	Aviation branch
Navik	825-1200	950-1400
Uttam navik	950-1400	950-1500
Pradhan navik	950-1500	1200-1800
Adhikari	1400-2300	1400-2300
Uttam adhikari	1640-2900	1640-2900
Pradhan adhikari	2000-3200	2000-3200
	Technical branch	
Yantrik	950-1500	
Uttam yantrik	1200-1800	
Pradhan yantrik	1400-2300	
Sahayak engineer	1640-2900	
Uttam sahayak engineer	2000-3200	
Pradhan sahayak engineer	2000-3500	

10.138. It has been suggested that there should be parity between the coast guard and the navy in the matter of ration and other allowances such as outfit allowance, kit maintenance allowance and some other allowances which are peculiar to sea service, like diving allowance and dip money. The existing scale of rations for the coast guard officers, subordinates and sailors is lower than for naval personnel. We suggest that government may periodically review the rates of ration allowance. We do not, however, recommend any change either in the scales of rations or modification of the existing conditions governing its grant. We also do not find adequate justification for parity with navy in regard to allowances like outfit allowance and kit maintenance allowance. Government may review the rates of outfit allowance and kit maintenance allowance for coast guard officers keeping in view our recommendations in this regard in chapter 26. In the matter of other allowances which are peculiar to sea service like diving allowance/dip money/hardlying money, flying pay, we suggest that the existing parity between the coast guard and the navy continue and the rates recommended by us for the naval officers/sailors may be extended to corresponding ranks in the coast guard.

10.139. We have examined the entitlement of the coast guard officers, subordinates and sailors for other benefits and facilities and do not recommend any change except in regard to the leave entitlements. While the entitlement for leave may remain at 45 days per year, the coast guard personnel may be allowed accumulation of leave upto 160 days as against 120 days at present.

V. Ministry of Energy

10.140. The ministry of Energy comprises departments of Coal, Power and Non-Conventional energy sources.

Department of Coal

10.141. The Department of Coal in the Ministry of Energy is responsible for all matters relating to production, distribution and pricing of coal in India including development and exploitation of coal and lignite deposits. The department including offices under its control has a total strength of about 4200 posts.

10.142. The Coal Controller's Organisation with its headquarters at Calcutta is responsible for conservation, development, movement and distribution of coal as also for collection of data in respect of production, despatches, etc. It has been pointed out that three categories of posts viz., joint deputy controller, coal superintendent and deputy coal superintendent are in the same pay scale of Rs.1500-1800. This is a matter which may be examined by the department for necessary action.

10.143. The Department of Power is responsible for policy formulation, planning, processing of projects and administration and enactment of legislation in regard to power generation, transmission and distribution. The department has a total staff of about 3,000, of which about 2700 posts are under the Central Electricity Authority (CEA).

10.144. The department also administers the Central Power Engineering Service (CPES) to which recruitment is made through the engineering services examination conducted by the UPSC. The service has a cadre strength of about 580 officers. There are posts of deputy chief engineer in the service in the pay scale of Rs.2000-2250. Posts at this level in most of the other engineering services are treated as selection grade posts. The department may examine whether posts at this level are necessary and should be continued or they should be treated as selection grade posts as in other engineering services. Department may also consider reviewing the complement of posts in the junior and senior time scales of the service so as to make the promotion prospects comparable with other engineering services at this level.

10.145. It has been represented that the promotion prospects for members of CPES should be improved. In the Central Water Engineering Service (CWES) which is similar to CPES, we note that fifty per cent of the posts of members in the pay scale of Rs.3000 (fixed) are available to the members of the service. The department may examine the question of making a similar provision in regard to posts of members of CEA so as to improve the promotion prospects of CPES. It has further been represented that the existing promotion quota for posts at the junior time scale level may be increased. As there are a large number of vacancies, the department may examine the question of increasing the promotion quota.

Department of Non-Conventional Energy Sources

10.146. The Department of Non-conventional Energy Sources was created in 1982 with a view to exploring alternative sources of energy from bio-gas, solar devices, etc. and for their extension and commercialisation. It is treated as a scientific department and has about 350 posts.

10.147. The scales of pay attached to the scientific, administrative and auxiliary posts in this department follow the general pattern discussed in chapter 8. We recommend that the various posts in the department may be given the corresponding scales of pay recommended there. We find that in some cases recruitment rules for posts have not yet been finalised which may be done as early as possible.

VI. Ministry of Environment and Forests

Department of Environment, Forests and Wildlife

10.148. Department of Environment, Forests and Wildlife is concerned with all matters relating to environment and ecology, flora and fauna wealth of the country. The forest research institute and colleges (FRI), botanical survey of India (BSI), zoological survey of India (ZSI), national museum of natural history (NMNH), are some of the important organisations under it with a staff of about 7,000.

10.149. Some of the posts in the forest wing of the secretariat of the department and in FRI, forest survey of India, logging development institute and Directorate of Lac Development, though not encadred in the Indian Forest Service, are manned by IFS officers under the senior staffing scheme of the service on tenure basis. These posts may be given the scales recommended by us for the corresponding grades in the Indian Forest Service.

10.150. There are 7 posts of senior environmental officer in the scale of Rs.1300-1700 in the secretariat which are filled partly by promotion from posts in the scale of Rs.1100-1600 and partly by direct recruitment. The posts in the next higher grade of principal scientific officer in the scale of Rs.1500-2000 are also filled partly by promotion from senior environmental officer and partly by direct recruitment. Qualifications prescribed for direct recruitment for the senior environmental officer and principal scientific officer are the same. We therefore recommend that the posts of senior environmental officer may be merged with those of principal scientific officer.

10.151. The Director, ZSI, is in the scale of Rs.2000-2500. It has been proposed by the Department that the scale of pay for this post should be brought on par with the Pay scale of the post of Director, BSI. We are in agreement with the proposal and recommend that the post of Director, ZSI may be given the scale of Rs.5900-7300.

10.152. Herbarium Cleaners in the BSI were transferred from the Government of West Bengal in two batches. While the first batch is at present in the scale of Rs.196-232, the second batch is in the scale of Rs.200-250. Their duties are similar. We recommend that the posts in the two scales may be merged and given the scale of Rs.775-1025 and redesignated.

10.153. In FRI, there is a post of senior foreman (Printing) in the scale of Rs.425-700, which is filled by promotion from the post of printing foreman in the scale of Rs.425-640. We recommend that the post of senior foreman (Printing) may be given the scale of Rs.1600-2660. There is a post of senior proof reader in the scale of Rs.330-560, which is filled by promotion from the post of proof reader in the scale of Rs.330-480. We recommend that the post of senior proof reader may be given the scale of Rs.1320-2040.

VII. Ministry of External Affairs

10.154. Ministry of External Affairs has a sanctioned strength of 5763 posts. We propose to deal with the following two categories of posts:—

- i) Posts belonging to the Organised Services, i.e. Indian Foreign Service (IFS) (A), IFS (B) ; and
- ii) Posts peculiar to the Ministry of External Affairs.

10.155. The pay structure of the IFS (A) is quite similar to that of the IAS. It has a cadre strength of 568. Officers of the IFS (A) when posted abroad receive foreign allowance, additional foreign allowance and representational grant, in addition to other allowances. In India, they receive such allowances as are admissible to other officers belonging to group A Services at comparable levels.

10.156. It has been stated on behalf of the IFS (A) officers association that the service should be made more attractive. They have suggested improvements in foreign allowance, educational facilities and allotment of accommodation on return to India from postings abroad.

10.157. Ministry of external Affairs has devised a roster system of inspections which would ensure examination of the adequacy of the foreign allowance periodically. We recommend that the inspections should be done regularly and allowances adjusted periodically.

10.158. The present arrangement for children's education is that in respect of schools on the approved panel of the ministry, the embassy/mission reimburses school fee, admission fee, registration fee in full for two children between the ages of 5 and 18, of all employees posted abroad and recovers Rs.100/- per month per child from them. Within the country they are eligible for reimbursement of education fee and hostel fee. Improvements in the general schemes of educational assistance to central government employees have been recommended by us in chapter 15. Ministry of External Affairs may revise the allowance applicable to the foreign service employees accordingly.

10.159. We recommend that pool accommodation may be placed at the disposal of Ministry of External Affairs for allotment to the eligible officers when they are posted back to India. This will mitigate the difficulties faced by these officers.

10.160. The association representing IFS (B) officers has suggested that the service should be integrated with IFS(A). As IFS(B) is the feeder category for promotion to IFS (A), it will not be desirable to disturb the existing arrangement. It has also been urged that an IFS(B) officer is being discriminated against as he does not get special pay admissible to an IFS(A) officer when working as under secretary or deputy secretary in the ministry. The grades of pay scales of IFS(B) are on the same pattern as Central Secretariat Service. Central Secretariat Service officers are not entitled to any special pay in similar circumstances. We are, therefore, unable to accept this suggestion.

10.161. The association representing IFS(B) officers has requested for improvement of promotion opportunities. With the revision of the cadre in 1985, a number of additional posts in IFS(A) have become available for promotion of IFS(B) officers. However, Ministry of External Affairs may undertake regular cadre reviews in future.

10.162. It has been suggested that the posts of public relations officers (PROs) which are at present in the pay scale of Rs.650-1200 should be placed in the higher scale of Rs.700-1300. The PROs exercise statutory powers to issue a passport in the absence of the passport officer. They also perform executive functions and act as the head of office in addition to their normal duties. Another important functional responsibility is liaison with the state government. We agree with the suggestion and recommend that the post of PRO in the passport office may be placed in the pay scale of Rs.2200-4000. With the revision of the pay scale we also suggest that direct recruitment to these posts should be made through the Union Public Service Commission.

10.163. It has also been suggested that the superintendents in the scale of Rs.550-900 in passport offices in the group B gazetted post should be placed in the higher scale of Rs.650-1200. We have dealt with the question of pay scales in the subordinate offices in chapter 11. The pay scales of these posts may be determined accordingly.

10.164. Technical assistants in the telegraph branch of the Ministry of External Affairs have asked for an avenue of promotion since they do not have any higher posts in their sphere of work. We recommend that they may be made eligible for the limited departmental examination for promotion to the post of cipher assistant alongwith LDC/UDC/stenographer.

VIII. Ministry of Finance

10.165. Ministry of Finance has three departments namely, Department of Economic Affairs, Department of Expenditure and Department of Revenue.

Department of Economic Affairs

10.166. The Department of Economic Affairs (DEA) is primarily concerned with monitoring current economic trends and advising government on all matters having a bearing on internal and external economic management, including the working of commercial banks, term-lending institutions, currency and coinage, external assistance, etc. the preparation of the budget of the Union of India and its presentation to Parliament is also the responsibility of this department. There are about 24,000 posts under DEA including the National Savings Organisation (NSO), Mints and Presses. DEA is also the cadre controlling authority for the Indian Economic Service.

10.167. There is a post of Chief Economic Adviser (CEA) in DEA in the pay scale of Rs.3000-3500. The CEA is charged with the responsibility of assisting and advising government on all important economic policy matters. The incumbent of this post is generally an eminent economist with a distinguished record of independent research and administrative experience. Keeping in view the important role and responsibilities of CEA, we recommend the pay of Rs.8000/- (fixed) for this post. We also suggest that members of Indian Economic Service may also be considered for this post if found suitable.

10.168. The NSO is responsible for the mobilisation of small savings. While in 1975-76 the collections were Rs.393 crore, the estimate for 1985-86 is Rs.3900 crore. It has been stated that the responsibilities and work-load shouldered by officers of the organisation have increased considerably. It has therefore been urged by the associations of employees that the pay scales of officers in the organisation at all levels should be improved substantially.

10.169. The posts of district savings officer (DSO) which are in the pay scale of Rs.425-700 with a selection grade of Rs.550-800, are filled to the extent of 90 per cent by direct recruitment. It has been stated that DSO is primarily responsible for the efficient functioning of the savings movement and for achieving targets of small savings collections fixed for the district. For this purpose he has to keep liaison with the state and central government officers. It has accordingly been urged that the pay scale of DSO should be raised. We agree and recommend the scale of Rs.1400-2600 for DSO. The present district savings officers who are in the scale of Rs.550-800 may be given the scale of Rs.1640-2900.

10.170. The need for improving the pay scales of other posts in the organisation has also been emphasised. The deputy regional directors (Rs.650-1200) function in the regional offices and assist in assessing the savings potential, framing targets and implementing programmes. The assistant regional directors (Rs.550-900) function at the divisional level and supervise the work of 4 to 6 DSOs and are primarily responsible for small savings effort in the division. We think that these two levels of posts should be combined so that there is greater flexibility in deployment between the field and headquarters. Accordingly we recommend the pay scale of Rs.2000-3500 for the posts of deputy regional director and assistant regional director. The pay scales for posts of a few other levels also need improvement. We recommend the pay scale of Rs.3700-5000 for the post of deputy national savings commissioner and Rs.4500-5700 for joint national savings commissioner.

10.171. The NSO employees have also represented that the existing incentives admissible to them for mobilising savings are not adequate and need improvement. The incentives are admissible only to DSOs who are directly involved in promotional work. The annual cash incentive award ranges from Rs.250/- to Rs.750/- depending on the performance of DSOs on various items of work for which targets are fixed and points assigned to measure the performance. The rates of incentive award were revised in 1985 and do not call for any change.

10.172. There are 8 industrial units-4 mints and 4 presses - under the administrative control of DEA. We understand that the government have recently taken a decision to set up a new mint at Noida and a new note press at Panagarh in West Bengal. While a post of general manager has been created by government for preparation of a detailed project report for the new mint at Noida, an OSD (Press) has been appointed for preparation of feasibility report for the new note press. All mints/presses are at present headed by officers of the rank of general manager whose functions are similar in nature. However, while the general manager, India Security Press, Nasik and OSD(Press) are in the pay scale of Rs.2500-2750, all other posts of general manager are in the pay scale of Rs.2000-2500. It has been urged that there is no rationale for putting the general managers in two different pay scales as the functions of all of them are similar. The department has suggested the pay scale of Rs.2500-2750 for all these posts. We accept this suggestion and recommend the scale of Rs.5900-6700 for all the posts of general manager.

10.173. Bombay and Calcutta mints have their own security arrangements. It has been urged that the security staff may be given the pay scales which are applicable to central industrial security force personnel. We have considered the matter and recommend the following pay scales for them,-

S.No.	Designation	Proposed pay scale(Rs.)
1.	Security Guard	825-1200
2.	Senior Security Guard	950-1400
3.	Head Security Guard	950-1500
4.	Assistant Sub-inspector	1200-1800
5.	Sub-Inspector	1400-2300
6.	Inspector	1640-2900

10.174. The normal working hours for the mints and presses are 44 hours per week. However, except for the Security Paper Mill, Hoshangabad, which is working in three shifts, all other units are

functioning on extended working hours, which range from 54 to 66 hours per week. For these extended hours of work, the workers are given overtime allowance and incentive payment which presently work out to about 140 per cent of their emoluments. The gazetted officers are, however, paid a special allowance at following rates to compensate them for the extended working hours,-

Officers working at shop floor :	15 per cent of basic pay subject to a ceiling of Rs.200/- per month.
Others :	1 per cent of basic pay subject to a ceiling of Rs.100/- per month.

It has been represented by the associations of officers in mints and presses that their net pay packets are lower than those of the operatives. In addition to overtime and incentive payment, the workers also get productivity linked/ad hoc bonus which is generally not paid to officers. It has, therefore, been urged that the rates of special allowance presently admissible to officers should be substantially raised and they may also be made eligible to incentive payment on the same pattern as admissible to workers.

10.175. The gazetted Officers in mints and presses have to work for 9 to 11 hours along with the workers and are required to be associated with the production effort all through. In the peculiar circumstances prevailing in these production units and with due regard to the views expressed by the department, we are inclined to agree that this should be treated as a special case. We therefore recommend that the amounts of special allowance and incentive payment may be raised.

We recommend that officers working in shifts of different durations may be paid special allowance at fixed rates as indicated below,-

	Shop floor officers (Rs.p.m.)	Other officers (Rs.p.m.)
Officers working 9 hours shift	300/-	200/-
Officers working 10 hours shift	400/-	300/-
Officers working 11 hours shift	500/-	400/-

10.176. Under the existing incentive scheme applicable to mints and presses gazetted officers drawing emoluments upto Rs.2500/- are allowed incentive payment upto 15 per cent of basic pay. For the purpose of computation of incentive payments, the emoluments are taken at Rs.1600/- for those whose emoluments exceed this limit but do not exceed Rs.2500/-. Taking all factors into account, we recommend that shop floor gazetted officers in mints and presses may be allowed incentive payment at a fixed amount of Rs.300/- per month so long as the workers are allowed incentive payment at the rate of 15 per cent or more of their emoluments. If the industrial workers are allowed payment at less than 15 per cent of emoluments in any month, the payment to gazetted officers should be proportionately reduced. The incentive payment to all other officers should be at the rate of Rs.200/- per month subject to the same conditions.

10.177. The special allowance and incentive payment recommended by us may be paid to all officers without any pay limit.

10.178. We hope that with the coming into production of the new mint at Noida and the new note press, it will soon be possible to observe normal working hours in the mints and presses. It is not a healthy practice to observe extended working hours on a long term basis with extra payments to workers and officers. Additional shifts should be run rather than employing workers on overtime and incentive schemes which cause distortions and imbalances in the structure of emoluments and create various difficulties in personnel administration.

Indian Economic Service

10.179. The DEA is the cadre controlling authority of the Indian Economic Service (IES), which is group A Central Service. There are about 600 officers in the service distributed in four grades viz., Rs.700-1300 (grade IV), Rs.1100-1600 (grade III), Rs.1500-1800 (grade II) and Rs.1800-2000 (grade I). A selection grade of Rs.2000-2250 has been introduced for 20 per cent posts of the combined strength of grade I and II but the number has been limited to 50 per cent of the strength of grade I posts. Some higher ex-cadre posts above the selection grade level are also held by members of the service.

10.180. The IES association has suggested abolition of lateral entry in the service. It was in pursuance of the recommendation of the Third Pay Commission that direct recruitment at grade III level was dispensed with and was reduced to 25 per cent at grade II level. However, direct recruitment has been continued at grade I level although the Third Pay Commission considered it to be unnecessary. In order to attract talent to this organised service to which recruitment is being made through competitive examination conducted by the Union Public Service Commission, we think it necessary to provide reasonable career opportunities. We are therefore not in favour of lateral entry up to grade I of the service.

10.181. In all organised group A central services there is a junior administrative grade in the scale of Rs.1500-2000 above the senior time scale. In the IES, however, posts at this level are distributed in two pay scales of Rs.1500-1800 and Rs.1800-2000. We are of the view that the grade structure of this service should be brought in line with other organised group A services. We accordingly recommend that grade II and grade I may be merged and given the revised scale of Rs.3700-5000. Posts in other scales of pay and the selection grade posts may be given the scales of pay recommended in chapter 8.

10.182. It has been brought to notice that there are no cadre posts in the service beyond grade-I and this has led to frustration. There are, however, some ex-cadre posts in higher grades which are held by members of the service. The association has suggested encadring of all these posts to improve career progression. We find merit in this suggestion. We have already recommended that the post of Chief Economic Adviser may be filled by members of IES if found suitable. The need for providing a few posts in the scale of Rs.5900-6700 for members of the service may be examined by the government.

10.183. At present most of the feeder posts recognised in various ministries/departments for promotion to grade-IV level of IES in group B are in the pay scale of Rs.550-900 with gazetted/non-gazetted status. However, in some ministries/departments there exist two pay scales for these recognised feeder posts viz. Rs.650-1200 and Rs.550-900. In the integrated list of the incumbents of these posts prepared by the respective cadre authorities, the principle followed is that the holders of posts in the pay scale of Rs.650-1200 are placed enbloc above the person in the lower pay scale i.e. Rs.550-900. There is provision for direct recruitment to the posts in the pay scale of Rs.550-900 and posts in the pay scale of Rs.650-1200 are promotional posts for those in the lower level. The qualification prescribed for direct recruitment is post-graduate degree in economics/commerce. The promotion quota for feeder posts to grade-IV level of IES was increased from 25 per cent to 40 per cent from August 15, 1981.

10.184. The strength of the recognised feeder posts for promotion to grade-IV level of Indian Economic Service is 328 out of which 4 are in the scale of Rs.650-1200. The sanctioned strength of grade-IV level of the IES was 355.

10.185. From time to time holders of feeder posts in various ministries/departments were promoted on ad hoc basis to officiate against grade-IV cadre posts of IES. In a recent judgment passed by the Supreme Court on February 11, 1986, the Union Government has been directed "*to treat all persons (ad hoc promotees) who are stated to have been promoted in this case to several posts in grade-IV in each of the two services contrary to the Rules till now as having been regularly appointed to the said posts in grade-IV under Rule 8(1) (a) (ii) and assign them seniority in the cadre with effect from the dates from which they are continuously officiating in the said posts*".

10.186. It has been suggested that promotion quota to grade-IV level of IES may be increased and all recognised feeder posts may be placed in a common pay scale of Rs.650-1200.

10.187. We find that the posts in pay scale of Rs.650-1200 are filled by promotion from posts in the scale of pay of Rs.550-900. At present the posts in the scale of Rs.650-1200 are too few to provide adequate promotion opportunities. We therefore recommend that adequate number of posts in Rs.650-1200 may be provided to serve as an effective stage of promotion to grade IV of IES. We do not agree to the increase of promotion quota beyond 40 per cent for feeder posts to grade IV of IES.

Department of Expenditure

10.188. The Department of Expenditure is concerned with the assessment of resources for central and states plans, investment planning in central sector, and administration and regulation of various financial and service rules. The department has also under its control, Cost Accounts Organisation, Staff Inspection Unit and Controller General of Accounts. There are about 1200 posts under the department.

10.189. The Cost Accounts Organisation is headed by chief adviser (Cost) and the posts are manned by officers of Indian Cost Accounts Service which was constituted in 1978. The cadre strength is about 125 and pay scales of the service correspond to those of other group A services. The association of Indian cost accounts service officers has urged that because of the difficult professional examination, shortage of qualified personnel and rising demand for qualified cost accountants in public and private undertakings, their pay scales should be similar to those of officers in the Indian Legal Service. They have also referred to acute stagnation in the service. The other suggestion is for payment of headquarters special pay.

10.190. We have been informed that a cadre review of the service was carried out sometime back and as a result some additional posts at higher levels have been sanctioned for the service which will improve the promotion prospects. We have examined the suggestion for parity with Indian Legal Service. The comparison of the service with the Indian Legal Service is not apt as the nature of work and the levels at which it is handled are different in the two services.

10.191. We have also examined the request for grant of headquarters special pay to officers of the service. Normally, headquarters organisation of a service is meant for policy formulation, planning and monitoring. This is not so in the case of the headquarters organisation under chief adviser (cost). The cost accounts officers whether posted in other departments or in the cost accounts branch of the Department of Expenditure, perform more or less the same basic functions. We therefore do not find justification for the grant of headquarters special pay to officers of the service on posting to the cost accounts branch.

10.192. The staff inspection unit (SIU) has been established for the purpose of evolving work norms and securing economy in staff in various departments/offices consistent with administrative efficiency. The technical posts in the SIU are those of technical assistant, junior analyst, senior analyst and joint director. While the post of technical assistant is filled by transfer on deputation from other cadres, the posts at higher levels are filled partly by promotion and partly by transfer on deputation.

10.193. It has been urged that promotion prospects for officers in SIU are inadequate, particularly at the level of senior analyst. We understand that isolated posts carrying identical pay scales and with comparable duties and responsibilities exist in other ministries/departments. We recommend that government may place all these posts in a common cadre and provide posts at different level to improve their promotion prospects.

10.194. The Controller General of Accounts is the chief accounting authority of the civil departments of the central government and is responsible for preparation of both the finance accounts and appropriation accounts of the Union Government. At group A level, the organisation is manned by officers of the Indian Civil Accounts Service (ICAS), which was initially constituted by transfer of officers from the Indian Audit and Accounts Service consequent upon departmentalisation of accounts in the ministries/departments. The ICAS has a strength of about 175 officers and its pay structure corresponds to that of other group A services.

10.195. The post of Controller General of Accounts (CGA) is on the pay of Rs.3000/-. It has been urged by ICAS association that keeping in view the size of the organisation and the duties and responsibilities, the post of CGA may be given the pay of Rs.3500/-. It has also been stated that a special pay of Rs.250/- is attached to two posts of joint CGA and accordingly these posts already draw pay equal to that of CGA. As the post of CGA is the highest cadre post available to the members of ICAS, we recommend the pay of Rs.7600/- (fixed) for this post. For the two posts of joint CGA in the pay scale of Rs.2500-2750 with special pay of Rs.250/-, we recommend the pay of Rs.7300/- (fixed) without special pay.

10.196. The associations of employees of groups B and C staff under the CGA have urged that they may be given the same pay scales as are applicable to officers and staff of various central secretariat services. Traditionally the accounts staff have been given pay scales different from those applicable to their central secretariat staff. The employees have in fact to be compared with similar employees in other accounts organisations. We have discussed the pay scales of the accounts staff under CGA in chapter 11.

Department of Revenue

10.197. The Department of Revenue has two statutory boards - Central Board of Direct Taxes (CBDT) and Central Board of Excise and Customs (CBEC), to deal with all matters relating to direct and indirect taxes respectively. There is a Settlement Commission which is vested with powers to settle complicated income-tax and wealth-tax cases. There are about 1.10 lakh posts under the department.

10.198. The group A posts in the Income-Tax and Customs and Central Excise Departments are manned mainly by the officers of Indian Revenue Service (Income-tax) and Indian Customs and Central Excise Service which have a strength of about 2800 and 1250 officers respectively. At the highest level, the posts in the department are,-

Sl.No.	Designation	Existing scale of pay (Rs.)
1.	Chairman, Settlement Commission (Income-tax/Wealth-tax)	3500/-
2.	Chairman, CBDT/CBEC	3250/-
3.	Member, Settlement Commission (Income-tax/Wealth-tax)	3000/-
4.	Member, CBDT/CBEC	3000/-

10.199. The associations representing group A officers of Income-tax and Customs & Excise Services have urged that keeping in view the responsibilities devolving on the chairman/members of the boards, the posts should be upgraded. These are the highest posts held by members of these services. It has also been stated that the promotional avenues for these services may be improved with due regard to their cadre strength.

10.200. Keeping in view the role and responsibilities of the posts of chairman and members of the two boards, we recommend that chairman may be given the pay of Rs.800/- (fixed) and members may be given the pay scale of Rs.7300-8000. We also recommend that these posts may be encadred in the respective services.

We also recommend the pay scale of Rs.7300-8000 for the Members of Settlement Commission.

10.201. A few posts in the senior administrative grade (level I) of these services have been designated as chief commissioner of income-tax and principal collector of customs and central excise and given special pay of Rs.250/- per month. It has been stated that, apart from co-ordinating and supervising the work of the respective zonal commissioners/collectors, certain powers earlier exercised by the boards have been delegated to them. It has been suggested that all these posts may be given the pay of an additional secretary. We recommend that posts in the existing scale of Rs.2500-2750 with special pay of Rs.250/- in the two services may be given pay of Rs.7300/- (fixed) per month without special pay. Having regard to the importance of the work, the responsibilities of the members of these services, and to provide satisfactory promotion prospects to them, we recommend that the number of posts on pay of Rs.7300/- (fixed) may be raised to 20 in Indian Revenue Service (Income-tax) and 8 in Indian Customs and Central Excise Service. Department may identify the posts and take necessary action in the matter.

10.202. At group C level the executive posts are inspector of income-tax (Rs.500-900) and inspector of central excise/examiner/preventive officer (Rs.425-800 with a selection grade in the scale of Rs.550-900). For all the above posts the Third Pay Commission had recommended a uniform scale of Rs.425-800 on the consideration that their duties and responsibilities were comparable. The minimum qualification for recruitment to all these posts is a university degree and direct recruitment is through the Staff Selection Commission. However, the pay scale of the post of inspector of income-

tax has subsequently been revised to Rs.500-900 as a result of an award of the Board of Arbitration. The main consideration for upward revision of the pay scale of inspectors of income-tax is said to be delegation of certain powers to them under the summary assessment scheme. The associations representing inspectors of central excise, examiners and preventive officers have also increased substantially over the years and they have therefore urged restoration of the original parity with the pay scale of inspector of income-tax. We have been informed that the duties and responsibilities of the functionaries on the customs and excise side are no less onerous than those of inspector of income-tax. It has also been pointed out that the work performed by inspectors of excise/examiners/preventive officers is technical and requires updating of knowledge consistent with a change in the industrial structure, manufacturing process, tariff rates, import/export policy, etc. The minimum qualification and the method of direct recruitment for all these posts is the same and their duties and responsibilities are also comparable. We therefore recommend the scale of Rs.1640-2900 for the posts of inspector of income-tax, inspector of central excise, preventive officer and examiner. With this revision of the pay scale, there should be no selection grade for any of the above posts.

10.203. It is unusual that superintendent grade I in the scale of Rs.700-900 should be eligible for promotion as inspector of income-tax. It may be mentioned that on the customs and excise sides there is no such provision. Superintendent grade-I may not therefore be a feeder post for promotion to the post of inspector of income-tax.

10.204. There are about 6000 posts of upper division clerk in the customs and central excise department, who are deployed either for performing the normal house-keeping functions or on technical work such as valuation, classification, revenue audit, adjudication and appeals, drawback, and refund of duty. The number of UDCs performing the latter type of duties is stated to be about 50 per cent of the total strength. It has been pointed out that with the advancement of industrialisation in the country there has been qualitative change in the pattern of work and the nature of duties of UDCs working on the technical side. Accordingly it has been requested that a new cadre of tax assistant should be created on the lines of a similar cadre in income-tax department. The Direct Taxes Enquiry Committee had recommended that one third of the total strength of UDCs in the Income-tax Department should be placed in a higher cadre of tax assistant to provide more experienced and competent ministerial staff to deal with important matters, particularly in the company and investigation circles. A cadre of tax assistant in the pay scale of Rs.380-640 was created in 1978 and the total number of posts of UDCs which were initially placed in this grade was about 4200. Subsequently, this strength has been raised to 4700 posts. Only those UDCs who have rendered a minimum service of 3 years in that grade and have secured at least 40 per cent marks in income-tax inspectors departmental examinations are eligible for consideration for promotion to the post of tax assistant.

10.205. The cadre of tax assistant is intended to provide more experienced and competent staff to deal with important aspects of clerical work in the income-tax department. We agree with the suggestion of CBEC that there is need for creating a similar cadre of tax assistant in the Customs and Central Excise Department also in the present day conditions on the same pattern as on the income-tax side. We accordingly recommended that one-third of the total posts of UDC in both these departments may be placed in the cadre of tax assistant who may be utilised for technical work involving higher responsibility. The posts may be filled on selection basis and a suitable system of selection based on an examination as on the income-tax side may be prescribed for filling the posts of tax assistant in the Customs and Central Excise Departments also in the same scale of Rs.1350-2200.

10.206. We note that there is direct recruitment to the extent of 66 per cent of the posts for examiner (Customs), 75 per cent for preventive officer and inspector of central excise but only 33 per cent for the posts of inspector of income-tax. Since there is no direct recruitment at group B level in the Income-tax Department, we think that the percentage of direct recruitment at the level of inspector of income-tax may be suitably increased.

10.207. The posts peculiar to Customs and Excise Departments in group D are Sepoy Grade II (Rs.196-232), Sepoy Grade I (Rs.200-240), Havildar - ordinary grade (Rs.200-250) and Havildar - selection grade (Rs.210-270). It has been urged by the federation of group D employees that the existing pay scales attached to the above posts are not commensurate with their duties and responsibilities. The sepoy and havildars perform functions like stock-checking, verification of

excisable goods, gathering of intelligence and conducting of road blocks, etc. They also perform guard duties and take part in raids, rummaging, etc. Therefore, the very nature of their duties involves certain occupational hazards. They are also trained in the use of fire arms, although only about 15 per cent of the total strength are actually required to handle fire arms. Further, sepoy have also to conform to the prescribed physical standard and qualify in a physical test. It has therefore been urged that the pay scales of sepoy and havildars should be equivalent to those of Rakshak and Head-Rakshak respectively in the railway protection force.

10.208. The railway protection force is an armed force of the union under the Railway Protection Force Act. A comparison of sepoy in customs and central excise with personnel of railway protection force would not therefore be appropriate. However having regard to the duties of sepoy in customs and central excise we recommend the following pay scales for these posts,-

Designation of post	Proposed scale of pay Rs.
Sepoy (Grade II and I)	775-1025
Havildar (Ordinary)	800-1150
Havildar (SG)	825-1200

At present sepoy who are required to bear arms are given a special pay of Rs.10/- per month. We recommend this amount to be raised to Rs.20/- per month.

10.209. The association of preventive service officers have urged that the rate of rummaging allowance should be improved and the entire amount should be treated as special pay. The rates of rummaging allowance have been raised by government with effect from October 17, 1985 and part of the revised allowance has also been treated as special pay indicated below,-

Designation	Special pay Component	Compensation for working overtime	Total
Superintendent of customs	Rs.75/-	Rs.125/-	Rs.200/-
Preventive officer (SG)	Rs.75/-	Rs.100/-	Rs.175/-
Preventive officer (OG)	Rs.60/-	Rs. 90/-	Rs.150/-
Group D staff	Rs.20/-	Rs. 30/-	Rs. 50/-

We do not recommend any change in the rates of rummaging allowance in respect of superintendent of customs and group D staff. However, as we have recommended one scale of pay for preventive officers, rummaging allowance may be paid to them at the rate of Rs.175/- presently applicable to preventive officer (SG).

10.210. At present the chairman and members of the Settlement Commission hold appointment for a period of 3 years or till they attain the age of 60 years, whichever is earlier. It has been brought to notice that this tenure is short and none of the chairmen or members have held office for more than 2 years or so. It has therefore been suggested that chairman and members may continue for 5 years or till they attain the age of 62 years, whichever is earlier. We agree to this suggestion.

10.211. There are 15 chemical laboratories under the Central Board of Excise & Customs which are spread all over India. The functions of these laboratories include analysis of samples of various varieties of materials for their identity, composition and purity to enable the department to classify the goods for purposes of customs tariff, central excise tariff, import and export trade control policy, drawback rules, etc. The laboratories also offer technical opinion at various stages. They are also associated with manufacture of opium alkaloid and their derivatives and salts, analysis and samples for export of opium, testing of petroleum products and analysis of narcotic drugs. The chemical laboratories are manned by officers of Central Revenues Chemical Service in various grades.

10.212. The post of chief chemist (Rs.2000-2500) is filled by promotion from deputy chief chemist (Rs.1500-1800) which in turn is filled by promotion from the grade of chemical examiner (Grade I) (Rs.1100-1600). The other posts excepting the post of chemical assistant grade II (Rs.425-700) are filled partly by promotion and partly by direct recruitment. The posts of chemical assistant grade II are filled only by direct recruitment, the prescribed qualifications being M.Sc. (Chemistry) or B.Sc. (Hons) with chemistry.

10.213. It has been suggested that the post of chief chemist may be equated with that of collector of customs/central excise and the chemical assistant grade I (Rs.550-900) and grade II may be merged and given the pay scale applicable to grade I. It has also been suggested that 25 per cent of the posts of deputy chief chemist subject to a minimum of two posts may be upgraded to a selection grade and that there should be no direct recruitment in the grade of chemical examiner.

10.214. Keeping in view the nature of duties and responsibilities of the post of chief chemist we recommend the pay scale of Rs.5900-6700 for it. We also recommend that two posts of deputy chief chemist may be given the scale of Rs.4500-5700.

10.215. At present there is direct recruitment to the extent of 25 per cent at the level of chemical examiner grade I. The prescribed qualification for direct recruitment is M.Sc.(Chemistry) with 5 years experience as against 3 years for posts in the scale of Rs.700-1300. Having regard to the cadre structure and to improve the promotion prospects, we recommend that there should be no direct recruitment at the level of chemical examiner grade I. We do not suggest merger of the posts of chemical assistant grade I and grade II.

10.216. The Directorate of Enforcement is mainly concerned with the enforcement of the provisions of the Foreign Exchange Regulation Act (FERA). Its functions include collection of intelligence relating to foreign exchange offences, confiscation of currency, levying of penalty and prosecuting the offenders. There is a post of deputy legal adviser in the pay scale of Rs.1300-1700 which is filled by promotion from assistant legal adviser in the pay scale of Rs.1100-1600. We recommend the pay scale of Rs.3700-5000 for the post of deputy legal adviser.

10.217. Assistant enforcement officers in the pay scale of Rs.425-600 are required not only to investigate into matters against individuals, companies (including multi-nationals) and FERA companies, but also carry out searches of premises and seizure of documents including currency. They have also to undertake detention of individuals and confiscation of properties of persons violating the provisions of FERA. In view of their onerous duties, it has been urged that they may be given the same pay scale as applicable to inspector of income-tax/inspector of central excise/preventive officer. We agree and recommend the pay scale of Rs.1640-2900 for these posts. In order to bring about uniformity in the standard of recruitment of officers at this level, it will be desirable if assistant enforcement officers are recruited in the same manner as other posts of inspectors and equivalent under the Department of Revenue.

10.218. There are posts of inquiry officer and technical assistant in the Settlement Commission in the pay scale of Rs.425-800 for which the normal channel of recruitment is deputation from amongst tax assistant and inspector of Income-tax Department. Department of Revenue has recommended that these posts may be given the same pay scale as for inspectors of income-tax. We agree and recommend accordingly.

IX. Ministry of food and Civil Supplies

This ministry has under it two departments viz. Department of Food and Department of Civil Supplies.

Department of Food

10.219 The Department of Food is responsible for formulation and implementation of national policies on procurement, import, movement, distribution and buffer stocking of foodgrains, provision and promotion of scientific storage at all levels; the department also deals with the development of sugar industry as also of fruit and vegetable processing industry, purchase of foodstuffs and allied products for meeting defence requirements and entering into treaties and agreements with foreign countries in respect of foodgrains and certain other foodstuffs. The department including its subordinate and attached offices has a total strength of about 3000 posts.

10.220. It has been represented by the technical officers in the Department of Food that their promotion prospects are poor and they should be equated with scientific cadres in CSIR, ICAR and ICMR. Organisations which should be treated as scientific are normally identified by the Scientific Advisory Committee of the Cabinet. We have been informed that a proposal for categorising National

Sugar Institute an office under the department as a scientific organisation is under consideration. The department may examine which organisations/cadres should be treated as scientific after due consideration by the appropriate authorities.

10.221. The Directorate of Sugar is concerned with production, distribution and trade in respect of sugar and development of sugar industry. The staffing pattern in the Directorate of Sugar is similar to that prevailing in the Directorate of Vanaspati, Oil & Fats in the Department of Civil Supplies. In that Directorate, we are recommending merger of the levels of deputy chief director and director, which are equivalent to the post of additional chief director (Rs.1800-2000) and director (Rs.1500-1800) in the Sugar Directorate. Apart from the staffing pattern, the functions of the two organisations are similar and in fact, there used to be only one directorate dealing with both the subjects. Parity in the pay structure of the two directorates will be desirable. We recommend that the posts of additional chief director and directors may be combined and given the scale of Rs.3700-5000 and their designation should be suitably modified.

10.222. The NSI located at Kanpur undertakes research studies pertaining to sugar technology, sugar engineering and sugar chemistry. Besides, the institute imparts training in the above fields and provides facilities for research work for Ph. D. In view of the importance of the institute and the teaching and research work conducted there, we recommend the following scales of pay for the teaching posts mentioned below in NSI,-

Designation	Proposed scale (Rs.)
Director (Rs.2000-2500)	5900-6700
Professor (Rs.1500-2000)	4500-5700
Assistant Professor (Rs.1100-1600)	3000-5000
Lecturer (Rs.650-1200)	2200-4000

10.223. There are 16 posts of field investigators in the diet and survey unit of the Food and Nutrition Board in the pay scale of Rs.380-640. It has been represented that, since investigators in the field operations division of the NSSO who were also in the scale of Rs.380-640 have recently been upgraded to Rs.425-700, the field investigators in diet and survey unit may also be given the scale of Rs.425-700. The department has supported the proposal for the above upgradation not only in respect of field investigators carrying out statistical work but also for others. We have examined the entry qualification for the post of field investigators in the NSSO and in the diet and survey unit and find that almost all the posts in both the organisations are direct entry posts with similar entry qualifications e.g. a degree in mathematics or statistics. We recommend that field investigators in the diet and survey unit in the scale of Rs.380-640 may be given the scale of Rs.1400-2300.

Department of Civil Supplies

10.224. The Department of Civil Supplies is responsible for the public distribution system, monitoring of prices and availability of essential commodities, co-ordinated management of edible oils economy, control of future trading and matters relating to weights and measures. The department and its offices have a total strength of about 650 posts.

10.225. In the Directorate of Vanaspati, Vegetable Oils & Fats, there is one post of deputy chief director (Rs.1800-2000) which is filled by promotion from the post of director (Rs.1500-1800) with three years experience. It has been suggested that it will be desirable to combine the two levels. We agree with the suggestion and recommend that deputy chief director and director may be given the scale of Rs.3700-5000 and the post suitably redesignated.

10.226. In the Indian Institute of Legal Metrology, there are three posts of assistant professor in the scale of Rs.700-1300 and one post of lecturer in the scale of Rs.650-1200. It has been suggested that the posts of assistant professor and lecturer may be merged. For the post of lecturer the qualifications are a second class M.Sc. degree or a degree in engineering with 2 years teaching/practical experience in standardisation and calibration of metrological items. Considering this, we agree with the suggestion and recommend that the posts of lecturer and assistant professor may be given the scale of Rs.2200-4000.

X. Ministry of Health and Family Welfare

10.227. The Ministry of Health and Family Welfare, consists of the Department of Health (DOH) and the Department of Family Welfare (DFW). There are 22 offices under the ministry with about 28,000 posts.

10.228. There are about 6000 civilian medical officers in central government belonging to allopathy, homeopathy and the indigenous systems of medicine.

10.229. Officers of the allopathic system of medicine belong to three organised health services, the Central Health Service (CHS), Railway Medical Service (RMS) and the Indian Ordnance Factories Health Service (IOFHS). Recruitment to these services is on the basis of a combined medical services examination conducted by the UPSC. We have dealt with RMS and IOFHS elsewhere.

10.230. CHS has about 3600 officers in different grades. Doctors in CHS work in medical colleges, hospitals, dispensaries and poly-clinics functioning under the central government health scheme (CGHS). The service which was restructured in 1982 has four streams,-

- a) General duty officers (GDO)
- b) Teaching specialists
- c) Non-teaching specialists
- d) Public health officers

10.231. The central health service officers association has represented that promotion prospects in GDO cadre are poor. We suggest that the service may be suitably restructured by having adequate number of posts at different levels to provide satisfactory career progression to officers of this category. The existing pay scales of GDO cadre conforms to the pay scales of other group A organised services and our recommendations in chapter 8 will apply to the officers in this cadre.

10.232. The specialist officers association of CHS has also represented that the promotion opportunities in the specialists cadre are inadequate and there is problem of stagnation. There are two categories of specialists viz. (i) those on the teaching side, and (ii) the others including public health officers. Considering the importance of the work of the specialists we recommend the following scales of pay for them,-

Existing scale	Proposed Scale
Rs. 1100-1800	Rs. 3000-5000
Rs. 1800-2250	Rs. 4500-5700

10.233. We have recommended the scale of Rs.5900-6700 for posts in level-II (Rs.2250-2500) and level-I (Rs.2500-2750) for all organised services. We recommend the same for posts in supertime grade-II (Rs.2250-2500) and supertime grade-I (Rs.2500-2750) in CHS)

10.234. Keeping in view the numbers of officers in the CHS and to provide a proper cadre structure, we recommend that four consultants/professors who have done outstanding work may be considered for grant of the pay of Rs.7300/- (fixed). We also recommend that ten additional posts of consultants/professors may be created in the pay scale of Rs.5900-6700

10.235. The remaining group A and group B posts of allopathic doctors are discussed in chapter 11.

10.236. The Ministry of Health and Family Welfare has suggested enhancement of the allowance of the post-graduate allowance to Rs.100/- per month for post-graduate diploma holders and Rs.200/- per month for post-graduate degree holders. We agree with the suggestion and recommend that post graduate diploma allowance be increased to Rs.100/- per month and post-graduate degree allowance to Rs.200/- per month. This however will not be admissible when possession of post-graduate qualification has been prescribed for recruitment to the post.

10.237. The non medical teaching staff of the All India Institute of Hygiene and Public Health, Jawaharlal Institute of Post-graduate Medical Education and Research and Lady Hardinge Medical College and Hospital have represented that there is difference in the pay scales of non-medical and medical teaching staff. They have suggested that pay scales fixed for the posts should be the same

both for the medical and non-medical teachers. There appears to be considerable force in this contention. The role of the two categories of teachers is not only comparable but is also complementary and the one cannot be said to be less important than the other. We therefore recommend that the pay scales of non-medical teaching staff of the medical teaching institutions under the central government should be the same as for the medical teaching staff. Accordingly we recommend the following scales of pay for the posts mentioned below:-

Name of Institution	Name of the post	Proposed pay scale Rs.
JIPMER/AIIHPH	Professor (Rs.1500-2000)	4500-5700
	Associate Professor (Rs.1300-1700)	3700-5000
	Assistant Professor (Rs.1100-1600)	3000-5000

10.238. There is a post of vice-principal in Raj Kumari Amrit Kaur College of Nursing (RAK) in the pay scale of Rs.700-1300 with special pay of Rs.150/-. The principal of the college is in the pay scale of Rs.1200-1600. There is also a post of professor of nursing in the pay scale of Rs.1100-1600. The ministry has suggested improvement in the pay scales of these posts. We recommend the pay scale of Rs.3000-4500 without any special pay for the vice-principal and Rs.3000-5000 for the professor. For the post of principal, we recommend the pay scale of Rs.3700-5000.

10.239. We have considered the pay scales of nursing staff in chapter 11.

10.240. Director biological laboratory and animal house (BLAH) under DGHS is in the scale of Rs.1300-1700. It has been suggested that the post may be upgraded, as functions of director are similar to those of other directors under the Ministry of Health. The Ministry of Health and Family Welfare has also suggested parity in pay scales. We recommend that the post of director, BLAH may be given the pay scale of Rs.3700-5000.

10.241. There are two food laboratories functioning under the prevention of food adulteration act, under the central government, namely, central food laboratory, Calcutta, and food research and standardization laboratory, Ghaziabad, under DGHS.

Director, central food laboratory, Calcutta is in the pay scale of Rs.2000-2500 whereas the director, food research and standardization laboratory is in the scale of Rs.1500-2000. The ministry has favoured a common scale for the two posts. We agree and recommend the scale of pay of Rs.4500-5700 for the post of director, food research and standardization laboratory, Ghaziabad. The recruitment rules for the post should be similar to the post of director, central food laboratory, Calcutta.

10.242. The medical social worker (MSW) is trained to help patients and their families with problems that may accompany illness or inhibit recovery and rehabilitation. He works mainly in hospitals. The Indian association of trained social workers has represented that though MSW possesses post-graduate qualification the recruitment is in the group C scale of Rs.425-700 and in most cases there is no channel for promotion. The association has therefore suggested that there should be two grades in the pay scales of Rs.650-1200 and Rs.1100-1600 for this cadre, initial recruitment being in the scale of Rs.650-1200.

10.243. There are about 80 posts of MSW in the scale of Rs.425-700 in different ministries/departments. The recruitment qualification for MSW is bachelor's degree with diploma in social work of two years duration which is considered equivalent to post graduate qualification. Accordingly, we recommend the scale of Rs.1600-2660 for this post.

10.244. The posts of radiographers and pharmacists are discussed in chapter 11.

10.245. There is one post of physicist in Safdarjang hospital which is a non-medical post in the scale of Rs.650-1200. Besides estimating radiation output measurements from therapy machines used for cancer treatment, the physicist is also an essential member of the cancer treatment team along with the radiotherapist, the surgeon and the pathologist.

10.246. In view of the technological advance in the treatment of cancer with the help of highly sophisticated medical equipments the post of physicist has become important. We have examined the matter and recommend that the post of physicist may be given the scale of Rs.3000-4500.

10.247. There is one post each of health educator in scale of Rs.400-900 at the Regional Leprosy Training Centres of Aska and Raipur respectively. These posts are filled by direct recruitment and the prescribed qualification is graduate with diploma in health education or social work and three years experience. We recommend the scale of Rs.1640-2900 for the posts of health educator.

10.248. In the Ministry of Health and Family Welfare there are 150 posts of ISM and homeopathy physicians.

The associations representing the indigenous system of medicine have brought to notice that previously the medical officers of the ISM were getting the scale of Rs.650-1200 which was given to allopathic doctors. When the allopathic doctors were brought under CHS, their scale of pay was revised to Rs.700-1300 but the officers of ISM continued in the scale of Rs.650-1200. They have pointed out that the entrance qualification and the nature and duration of their degree course are comparable to MBBS course.

10.249. It would thus appear that ISM/Homeopathy physicians possessing degree qualifications are at a disadvantage as compared to allopathic doctors because the allopathic doctors were included in the central health service. We recommend the posts in the existing scale of Rs.650-1200 may be given the scale of Rs.2200-4000 if the incumbents are degree holders in ayurvedic, sidha, unani and homeopathic systems of medicine. The method of recruitment of ISM/Homeopathy degree physicians should be brought on the central health service pattern.

10.250 The homeopathic pharmacopoeia laboratory (HPL) established in 1975 functions as a standard setting-cum-drug testing laboratory for homeopathic medicines at national level. Director, HPL is in the pay scale of Rs.1300-1700, whereas the directors central Indian pharmacopoeia laboratory and pharmacopoeia laboratory for Indian medicine are in the pay scale of Rs.1500-2000. The Ministry of Health and Family Welfare has suggested parity in their scales of pay. We agree and recommend that the post of director homeopathic pharmacopoeia laboratory may be given the pay scale of Rs.3700-5000.

XI. Ministry of Home Affairs

10.251. Ministry of Home Affairs as re-organised during 1985 has the Department of Internal Security, the Department of States, the Department of Official Language and the Department of Home. There are about 3.25 lakh posts under the Ministry.

10.252. The Department of Internal Security deals with matters connected with police, law and order and rehabilitation and resettlement. Department of States is concerned with relations between the central government and state governments, inter state relations and administration of Union Territories. The Department of Official Language is responsible for implementation of the provisions of Official Language Act relating to use of Hindi as the official language of the Union. The Department of Home deals with all matters relating to census of population, registration of foreigners and matters relating to rehabilitation of displaced persons. The Ministry is the cadre controlling authority for the Indian Police Service (IPS), Indian Frontier Administrative Service (IFAS) and also deals with Central Police Organisations, namely, Border Security Force (BSF), Indo Tibetan Border Police (ITBP), Central Industrial Security Force (CISF), Assam Rifles (AR) and Central Reserve Police Force (CRPF). It has also under it Intelligence Bureau (IB), Bureau of Police Research and Development (BPRD), Sardar Vallabhbhai Patel National Police Academy and North Eastern Police Academy. IPS has been dealt with in the chapter on all-India services.

10.253. IB is headed by a director on the pay of Rs.3500/-. Government have issued orders in January and May 1986, revising the pay scales, deputation allowance, special pay and other allowances of a large number of posts in IB. In view of these recent orders, we do not wish to make any recommendations on these matters.

10.254. The secretariat security organisation is entrusted with the security of the various office buildings in the ministries/departments of the central government. Nearly 50 per cent of the force is manned by released armed forces personnel re-employed in the force. We suggest that the organisation may be manned by only released armed forces personnel.

Central Police Organisations

10.255. There are five central police organisations (CPOs) under the Ministry of Home Affairs, namely, the Border Security Force (BSF), Indo-Tibetan Border Police (ITBP) and Assam Rifles (AR), Central Reserve Police Force (CRPF) and Central Industrial Security Force (CISF). There are two other similar organisations, namely, Coast Guard and Railway Protection Force (RPF) under the ministries of Defence and Transport respectively which have been dealt with elsewhere. BSF, ITBP, CRPF and CISF became armed forces of the union by Acts of Parliament. All these forces have been assigned specific tasks and role. It has been suggested that there should be uniformity in the pay scales in all central police organisations. ITBP has asked for parity with army as they are sometimes deployed ahead of the army and in operations they work along with the army. The role of the army and the central police organisations are, however, different and we do not find justification for parity in the pay scales. We, however, agree that CPOs should have broadly common pay scales. We are also of the opinion that the direct recruitment at the level of assistant commandant and equivalent posts in all these forces should be made only through UPSC. It will be desirable to have uniformity in standards and selection procedure at other levels also where there is direct recruitment. We recommend that the scales of pay for the following posts may be revised as under, -

BSF

Rank		Proposed scale (Rs.)
A. Officers		
1. Director General	(Rs.3250 (fixed))	7600/- (fixed)
2. Inspector-General	(Rs.2500-2750)	5900-6700
3. Dy. Inspector-General*	Rs.2000-2250 + Spl. pay Rs.100/-	4500-5700 (without spl. pay)
4. Addl. Dy. Inspector General*	Rs.1800-2000 + Spl. pay Rs.100/-	
5. Commandant (Selection Grade)*	Rs.1800/-(fixed) + Spl. pay Rs.100/-	
6. Commandant (Non-Selection Grade)*	(Rs.1200-1700 + Spl. pay	4100-5300 (without spl. pay)
7. Second-in-Command*	Rs.1200-1700 + Spl. pay Rs.100/-	
8. Deputy Commandant *	(Rs.1200-1700)	3000-4500
9. Asstt. Commandant*	(Rs.700-1300)	2200-4000
<i>*Or equivalent posts in Headquarters & Training Institutions.</i>		
B. Other Personnel		
1. Subedar Major	(Rs.550-750 + Spl. Pay Rs.60/-)	2000-3200 (without any spl. pay)
2. Inspector/Subedar	Rs.550-750	1640-2900
3. Sub-Inspector	Rs.380-560	1400-2300
4. Asstt. Sub-Inspector	Rs.330-480	1200-1800
5. Head Constable	Rs.260-350	950-1500
6. Naik	Rs.225-308	950-1400
7. Lance Naik	Rs.210-270 + spl. pay Rs.5/-	825-1200 + spl. pay of Rs.15/-
8. Constable	Rs.210-270	825-1200
9. followers	(i.) 196-232 (ii) 220-240 Selection Grade.	750-940

ITBP

A. Officers		
1. Director general	Rs.3000-3250 (fixed)	7600/- (fixed)
2. Dy. Inspector-General	Rs.2000-2250	4500-5700
3. Commandant*	Rs.1200-1700 + spl. pay Rs.100/-	4100-5300 (without spl. pay)

Rank		Proposed scale (Rs.)
4. Asstt. Commandant*	(Rs.1200-1700)	3000-4500
5. Company Commander*	Rs.700-1300	2200-4000
6. Asstt. Company Commander	Rs.650-960	2000-3500
* Or equivalent post at Headquarters/Training Institutions.		
B. Other Personnel		
1. Subedar Major	Rs.550-750 + Spl. pay Rs.60/75	2000-3200 (Without spl. pay)
2. Subedar (Senior)	Rs.550-900	1640-2900
3. Subedar/Inspector	Rs.550-750	1640-2900
4. Sub-Inspector	Rs.380-560	1400-2300
5. Head Constable	Rs.260-350	950-1500
6. Naik	Rs.225-308	950-1400
7. Lance Naik	Rs.210-270 + Spl.pay Rs.5/-	825-1200 + Spl. pay Rs.15/-
8. Constable	Rs.210-270	825-1200

CRPF

A. Officers		
1. Director General	Rs.3250/- (fixed)	7600 (fixed)
2. Inspector General	Rs.2500-2750	5900-6700.
3. Dy. Inspector General	Rs.2000-2250 + Spl.pay Rs.100	4500-5700 (without spl.pay)
4. Addl.Dy. Inspector General*	Rs.1800-2000 + Spl. pay Rs.100/-.	4100-5300 (without spl.pay)
5. Commandant (Selection Grade)*	Rs.1800/-(fixed) + Spl.pay Rs.100/-.	4100-5300 (without spl. pay)
6. Commandant (Non-Selection Grade)*	Rs.1200-1700 + Spl. pay Rs.100/-	4100-5300 (without spl. pay)
7. Second-in Command*	Rs.1200-1700 + Spl. pay Rs.100/-.	4100-5300 (without spl. pay)
8. Asstt. Commandant*	Rs.1200-1700	3000-4500
9. Dy. Superintendent Police*	Rs.700-1300	2200-4000
*Or equivalent post at Headquarters/Training Institutions.		

B. Other Personnel		
1. Subedar Major	Rs.550-750 + Spl. pay Rs.50/-.	2000-3200 (Without spl.pay)
2. Inspector	Rs.550-750	1640-2900
3. Sub-Inspector	Rs.380-560	1400-2300
4. Asstt.Sub-Inspector	Rs.330-480	1200-1800
5. Head Constable	Rs.260-350	950-1500
6. Naik	Rs.225-308	950-1400
7. Lance Naik	Rs.210-270 + Spl. pay Rs.5/-	825-1200 + Spl. pay Rs.15/-
8. Constable	Rs.210-270	825-1200
9. Followers	(i) Rs.196-232 (ii)Rs.210-270(SG)	750-940 800-1150

CISF

A. Officers		
1. Director General	Rs.3250/-(fixed)	7600 (fixed)
2. Inspector General	Rs.2500-2750	5900-6700
3. Dy.Inspector General	Rs.2000-2250	4500-5700
4. Commandant*	Rs.1200-1700(IPS)	
Asstt.Inspector General	Rs.1100-1600(Non-IPS) + Spl.pay Rs.150/- + Spl.pay Rs.200/- for AIG	4100-5300 (Without spl.pay)
5. Dy. Commandant*	Rs.1100-1600(Non-IPS)	3000-4500
6. Asstt.Commandant*	Rs.650-1200 + Spl.pay	2200-4000 (Without spl.pay)

Rank	Proposed scale (Rs.)
7. Dy. Superintendent Police	Rs. 650-1200 2200-4000 (Without spl. pay)

**Or equivalent post at Headquarters/Training Institutions.*

B. Other Personnel

1. Inspector	Rs. 550-750	1640-2900
2. Sub-Inspector	Rs. 380-560	1400-2300
3. Asstt. Sub Inspector	Rs. 330-480	1200-1800
4. Head Constable	Rs. 260-350	950-1500
5. Naik	Rs. 225-308	950-1400
6. Lance Naik	Rs. 210-270 + Spl. pay Rs. 5/-	825-1200 + Spl. pay Rs. 15/-
7. Constable	Rs. 210-270	825-1200
8. Followers	Rs. 200-250 Rs. 210-270 Rs. 210-290	775-1025 800-1150 800-1150

No special pay will be admissible with the revised scales of pay. There was a suggestion that separate pay scales should be prescribed for lance naik and subedar major. We have not suggested any change for lance naik which will carry constable's pay scale plus special pay of Rs. 15/- per month. Subedar major is the highest non-gazetted post in these organisations and carries heavy responsibility and duty. Therefore, we recommend that instead of the present scale of Rs. 550-750 plus special pay of Rs. 50/60, this post may be given the scale of Rs. 2000-3200.

10.256. The existing pay scales of Assam Rifles were derived from the pay scales of corresponding ranks in the army. It has been suggested that in the eventuality of the posts of the level of Additional Deputy Inspector General and Deputy Inspector General being filled by cadre officers, suitable pay scales may be recommended for them. We have taken the view that the pay scales in CPO's should be uniform. Accordingly we recommend the following pay scales for posts in Assam Rifles,-

Rank	Proposed scale (Rs.)
A. Officers	
1. Director General £	7600/-(fixed)
2. Dy. Inspector General £	4500-5700
3. Additional Deputy Inspector General £	4100-5300 without special pay
4. Commandant *£	Rs. 1200-1700 + Spl. pay Rs. 100/-
5. Dy. Commandant *\$	Rs. 1200-1700 3000-4500
6. Assistant Commandant \$	(Rs. 700-1300) 2200-4000
B. Other Personnel (General Duty)	
1. Subedar Major	Rs. 650-750 2000-3200
2. Subedar	Rs. 460-580 1640-2900
3. Naib Subedar	Rs. 350-440 1400-2300
4. Havildar	Rs. 245-325 950-1500
5. Naik	Rs. 210-286 950-1400
6. Lance Naik	Rs. 195-255 825-1200 + Spl. pay Rs. 15/-
7. Sepoy/Rifleman	Rs. 195-255 825-1200
8. Followers	(i) Rs. 185-245 (ii) Rs. 196-232 (iii) Rs. 200-250 750-940 750-940 775-1025

* Or equivalent posts at Hqrs. etc.

£ These post at present are manned only by Army Officers on deputation.

\$ These posts are also filled by Army officers on deputation.

10.257. With the application of uniform pay scales of CPO to Assam rifles the present practice of giving classification pay, good service pay and appointment pay which is not applicable in the BSF, CRPF and other organisations, should be discontinued in Assam Rifles.

10.258. In order to have a uniform code of discipline in the forces, ministerial staff has been combatised. The non-gazetted ministerial staff belonging to groups B, C and D in CPO has been combatised and given general duty ranks and allowances like ration allowance, free uniform, washing allowance, compensation in lieu of quarter, etc. In BSF and CRPF pay scales applicable to the corresponding general duty ranks have not been given. Due to combatisation the retirement age gets reduced by three years in respect of group B and C non-gazetted employees and by five years in respect of group D employees in BSF and CRPF. These two organisations have suggested that the age of superannuation may be retained at 58 years even after combatisation. Ministry of Home Affairs have referred the matter for the Commission's consideration. We are of the view that it is desirable that after combatisation all its consequences should follow and we recommend accordingly.

10.259. It has been represented that medical officers in CPO are required to work in difficult areas and their promotion prospects are inadequate. We agree and are of the view that it is necessary to improve their career prospects. The department concerned should reexamine the question of career progression of these officers at an early date and so restructure the service that the officer may have the same prospects of promotion which are available to medical officers of the same grade in CHS. They will draw such allowances as may be admissible to general duty officers of the force concerned.

10.260. Commandants/second-in-command and deputy commandants in BSF, ITBP and CRPF are in receipt of compensatory allowance at the rate of Rs.100/- and Rs.50/- per month respectively on their posting in battalions. Similarly, cadre officers of the rank of deputy commandants in Assam Rifles also get this allowance at the rate of Rs.50/- per month on their posting in battalions. It has been suggested that the rates of compensatory allowance may be enhanced. We have considered the matter and recommend that the allowance may continue at the existing rates. It may be made admissible to cadre officers of the rank of commandants of Assam Rifles.

10.261. Non-gazetted combatants and combatised personnel of CPOs are in receipt of rations or cash allowance in lieu thereof. However, they are required to make a small contribution towards it. It has been suggested that the scale of rations should be revised to bring it on par with the scale of rations given to army personnel without any recovery on that account. It has also been suggested that the officers in CPOs should be given free rations or cash allowance in lieu thereof. We have considered the matter and are of the view that the existing scale of rations do not require any change. The scales of rations are determined by an expert committee taking all relevant factors into account. We have however recommended that the procedure of recovering a small amount from the employees towards the rations should be discontinued. We are not in favour of making any change in the entitlement of rations or ration money to any category of officers. We have noted that the amount of ration money is subjected to review by government. We suggest that while undertaking such review government may also decide what changes, if any, should be made with regard to classification of areas.

10.262. At present a detachment allowance in BSF and CRPF is admissible to non-gazetted combatised personnel. This allowance is allowed at half the rate beyond 30 days of absence on tour from headquarters. We have made some recommendations regarding drawal of daily allowance and the rates thereof for employees on tour. These may be taken into consideration by government for fixing the rates of detachment allowance for BSF and CRPF.

10.263. Non-gazetted combatised personnel are entitled to special pay for proficiency in different trades and the rates of such special pay differ with the trade and rank of such personnel. The rates of special pay were fixed in 1973. Suggestions have been made for revision of the existing rates of special pay and for uniformity regarding its admissibility for specific trades in different CPOs. We have considered the matter and recommend that the existing rates of special pay admissible for various trades may be doubled. We also recommend that the trades for which special pays are admissible should be uniform in all the CPOs.

10.264. The non-gazetted combatised personnel in CPOs are in receipt of instructoral allowance at the rates ranging from Rs.10 to Rs.75 per month on their postings to training institutions of their forces. The rates of this allowance differ amongst the organisations. It has been suggested that these rates should be enhanced to attract suitable talent to the training institutions. Department of Personnel & Training in their Order of February 7, 1986 have advised all organisations to draw suitable schemes of incentives for the personnel posted to the training institutions. The Department may draw up suitable schemes and take further necessary action.

10.265. Non-gazetted combatised personnel in ITBP are entitled to special pay for shouldering arduous and difficult duties and responsibilities which are peculiar to the organisation. It has been suggested that the rates of this special pay may be revised and it may be termed as organisational special pay in order to differentiate it from other special pays. The Department has favoured continuation of this element of special pay to the non-gazetted combatised personnel of ITBP. We agree and recommend that the rates of special pay may be doubled and the special pay may be called organisational special pay (osp).

10.266. The existing rank-wise coverage of non-gazetted combatised personnel in different CPOs for entitlement of compensation in lieu of rent free quarter (CILQ) were prescribed by the government in 1980. The suggestion that all non-gazetted married personnel in CPOs may be made eligible for CILQ is an administrative matter and may be considered by government.

10.267. We have recommended revision of house rent allowance (HRA) in chapter 14. Taking these into consideration government may determine the rates of CILQ for those who are entitled to it in the CPOs.

10.268. Frontier allowance is admissible to officers and other personnel of ITBP deployed in specified areas of Jammu and Kashmir, Himachal Pradesh and Uttar Pradesh. An allowance of a somewhat similar nature is admissible to other central government employees in some of these areas. We recommend that frontier allowance may be discontinued and replaced by special compensatory allowances recommended by us in chapter 17.

10.269. Funeral allowance is admissible to non-gazetted personnel in CPOs in the event of death of a person at the unit headquarters or at the place of duty to help his family to meet the funeral expenses. Its rates vary from force to force ranging between Rs. 100 to Rs.250. It has been suggested that the amount admissible at present is not sufficient to meet the funeral cost. It may therefore be increased. We recommend that the rate of funeral allowance may be increased to Rs.500 in all CPOs.

10.270. At present hair cutting allowance is admissible to the non-gazetted members of the forces at the rate of Rs.2/- per month in case service barbers are not available. It has been suggested that this rate may be suitably increased. We recommend that the allowance may be increased to Rs.5/- per month.

10.271. At present subsistence allowance is admissible to Junior commissioned officers (JCOs) and other ranks (ORs) in Assam Rifles at the rate of Rs.60 per month in case of imprisonment of a person in military custody as he ceases to be under suspension. It has been suggested that this rate may be suitably increased to help the family of such a person. We recommend that the rate of subsistence allowance may be increased to Rs.200/- per month.

10.272. JCOs and other ranks in Assam Rifles are entitled to draw toilet soap allowance at the rate of Rs.2/- per month in the event of their being in civil custody, awaiting trial. It has been suggested that the rate of existing allowance may be suitably increased. We recommend that the rate of soap allowance may be increased to Rs.10/- per month.

10.273. The Bureau of Police Research and Development (BPR&D) was set up in August, 1970, with a view to taking active interest in the modernisation of the police forces in the country, promoting a systematic study of police problems in changing society and bringing about a rapid application of science and technology to the methods and techniques of police functioning.

10.274. BPR&D is an attached office with the following field organisations,-

- (i) Government examiner of questioned documents located at Simla, Calcutta and Hyderabad; (GEQD)
- (ii) Central Forensic Science Laboratory at Chandigarh, Calcutta and Hyderabad; (CFSL)
- (iii) Institute of Criminology & Forensic Science; (IC&FS) and
- (iv) Central Detective Training School, (CDTS)

These organisations provide facilities for examination of crime exhibits for expert opinion in cases forwarded by police and other departments of the Government of India, CBI, armed forces, state governments, law courts, banks and various other public sector undertakings, besides imparting in-service training to officers of the crime investigative agencies of the government.

10.275. Officers of GEQD are primarily responsible for giving expert opinion on the identification of hand-writing, detection of forgery, examination of printed matter, seal impression, alteration and obliteration in the documents, establishment of the age of documents, examination of writing implements, such as ink, etc. GEQD have also to give opinions on the above matters in courts or to the organisations concerned in writing. In giving oral evidence, the officers of GEQD appear in lower as well as higher courts, general court martials, administrative tribunals, enquiry commissions, Central Vigilance Commissions, etc. A heavy responsibility lies on the officers of this organisation as they tender crucial evidence in many types of cases including embezzlements, forgeries, murders, etc. The cadre of officers in GEQD consists of 3 posts of examiner (Rs. 1100-1600), 14 posts of asstt. examiner (Rs.700-1300) and 17 posts of asstt. central intelligence officer (Rs.550-900) with a special pay of Rs.75/- p.m.

10.276. The Director General, BPR&D has suggested that officers of GEQD deserve higher pay scales in view of their role in the detection of ever increasing number of crimes. Minimum educational qualification of a document examiner at the lowest level of assistant central intelligence officer is a Master's degree in Physics or chemistry followed by 3 years theoretical and practical training. Junior scientific officer in forensic science laboratory is in the pay scale of Rs.650-1200 with identical qualifications. Both are entry grades in their respective cadres.

10.277. We have considered the matter and recommend that posts of asstt. central intelligence officers presently in the scale of Rs.550-900 with special pay of Rs.75/- may be given the pay scale of Rs. 2000-3500 without special pay. The posts of government examiner of questioned document may be in the pay scale of Rs.3700-5000.

Department of Official Language

10.278. Department of Official Language was set up in 1975 as an independent department of the Ministry of Home Affairs and given responsibility for all matters relating to implementation of official language policy of the government and the Hindi teaching scheme for the central government employees including those in public sector and autonomous organisation.

10.279. The implementation of official language policy of the government by the various ministries, departments and offices is overseen by the Department of Official Language through the Central Secretariat Official Language Service (CSOLS) and incumbents of other Hindi posts in the various organisations. The CSOL Service was constituted for group C posts in 1981 and for groups A and B in 1983. The Department of Official Language is the cadre authority of the CSOLS. There are about 600 posts in the service. Posts in the Hindi teaching scheme are meant for imparting working knowledge of Hindi to central government employees.

10.280. It has been suggested by the members of the service that junior translators (Rs.425-700) of the service should be given a higher scale of pay than assistants in CSS, as they are required to possess Master's Degree in Hindi whereas the assistants possess Bachelor's degree. Even so, they have been given group 'C' status and pay scale of Rs.425-700 while Assistants of CSS are classified as group B and are given the scale of Rs.425-800. In view of the higher qualifications required for the entry grade of junior hindi translator, we recommend that this post may be given the

scale of Rs.1400-2600. For the post of senior Hindi translator (Rs.550-800), we recommend the scale of Rs.1640-2900.

10.281. Training in Hindi of all central government employees except those belonging to a few specified categories has been made compulsory according to the President's Order of April 27, 1960. The Hindi teaching scheme in a skeleton form commenced right from early fifties under the Ministry of Home Affairs and acquired its present shape on the recommendations of a review committee headed by secretary, official language, in 1974-75. For teaching Hindi, there are 156 centres and for imparting training in Hindi typing and stenography. There are 25 centres in 19 major cities.

10.282. There are about 2400 posts of Hindi officers and staff in 20 pay scales existing in the various ministries/departments for implementation of Official Language policy of the government. These posts are not included in the CSOLS. The recruitment rules for these posts have been framed by the respective departments. We suggest that the Department of Official Language may prepare model rules for all these posts scattered in various non-participating offices with a view to bringing uniformity in the recruitment procedure, pay structure and, to the extent possible, their service prospects. This would ensure availability of men of good calibre to the departments for handling Hindi work in different offices connected with Official Language policy of the Union.

XII. Ministry of Human Resource Development

10.283. The Ministry of Human Resource Development consists of five departments, namely Department of Education, Department of Youth Affairs and Sports, Department of Arts, Department of Culture and Department of Women and Child Development. There are about 13,000 posts under the Ministry.

Department of Education

10.284. The Department of Education deals with education policy in all its aspects. There are 2767 posts in the department and offices under it.

10.285. Director, Central Hindi Directorate (CHD) is in the pay scale of Rs.1800-2250 and director Bureau for Promotion of Urdu (BPU) is in the pay scale of Rs.2000-2250. The Ministry has recommended that there should be parity in the pay scales of these posts. We agree and recommend that director (CHD) and director (BPU) may be given the pay scale of Rs.4500-5700.

Department of Culture

10.286. The Department of Culture is responsible for the propagation, preservation and conservation of the cultural heritage of the country. The department has under it two attached offices i.e. The Archaeological Survey of India (ASI) and the National Archives of India (NAI) and six subordinate offices, National Museum, National Gallery of Modern Art, Anthropological Survey of India, National Library, Central Reference Library and National Research Laboratory for conservation of cultural property. There are 9180 posts in the department.

10.287. ASI and the National Museum are two important organisations under the Department of Culture. Keeping in view the nature and importance of these organisations, we recommend that the director general of ASI and the director of National Museum who are now in the pay scale of Rs.2500-3000 may be given the pay of Rs.7300/- (fixed).

10.288. The Anthropological Survey of India, a scientific organisation, is one of the major research institutions under the Department of Culture. It has been suggested that the post of director, Anthropological Survey of India, may be upgraded from the present scale of Rs.2000-2500. In view of the importance of the post we recommend that the director may be given the pay scale of Rs.5900-7300.

10.289. Director, National Archives is at present in the pay scale of Rs.1800-2250. The Department of Culture has proposed that the director may be placed in the scale of Rs.2500-2750. We agree and recommend that the director may be given the pay scale of Rs.5900-6700.

10.290. The Department of Culture has proposed the merger of the pay scales of Rs.425-700 and Rs.550-900 of the posts of technical, assistants and senior technical assistants in the Department of

Culture in view of the high educational qualifications prescribed for them. Technical assistants and senior technical assistants both assist higher officers in their work and their duties and responsibilities are quite similar. Considering their qualifications, responsibilities and duties, we feel that posts in the scale of Rs.425-700 may be upgraded and merged with the posts in the scale of Rs.550-900 and suitably redesignated. The revised scale of Rs.1640-2900 will apply to these posts.

10.291. The Deputy Director (Physical) and the Deputy Director (Cultural) in the Anthropological Survey of India are in the pay scale of Rs.1300-1700. These posts are filled 50 per cent by direct recruitment and 50 per cent by promotion from the post of superintendent anthropologist in the pay scale of Rs.1100-1600. The post of chief epigraphist in the Archaeological Survey of India is also in the pay scale of Rs.1300-1700 and is filled by promotion from the level of superintendent epigraphist in the pay scale of Rs.1100-1600. The deputy director (Archives) as also the chief of repair and conservation in the National Archives of India are in the pay scale of Rs.1300-1700. They are also promoted from posts in the pay scale of Rs.1100-1600. These posts may be given the pay scale of Rs.3700-5000. In view of this the joint director (Rs.1500-2000) may be given the pay scale of Rs.4100-5300.

10.292. Posts in the Departments of Youth Affairs and Sports, Arts and Women and Child Development are covered by pay scales recommended by us in chapter 8.

XIII. Ministry of Industry

10.293. The Ministry of Industry comprises the Departments of Industrial Development, Company Affairs, Chemicals and Petro-chemicals and Public Enterprises.

Department of Industrial Development

10.294. The Department of Industrial Development is responsible for the formulation and implementation of promotional and regulatory measures for the development of industrial sector in accordance with national priorities and socio-economic objectives. While the department deals with the government's industrial policy, individual administrative ministries are in charge of development of specific industries. It is also concerned with the promotion and development of certain specific sectors of industry such as handicrafts, handlooms and small scale and village industries. There are 8773 posts under this department.

10.295. The department has suggested that the post of assistant secretary-cum-administrative officer in the Bureau of Industrial Costs and Prices (BICP) may be upgraded from Rs.840-1200 to Rs.1100-1600 as in addition to the administrative work he has to oversee the secretariat work. The staff inspection unit of the Ministry of Finance has also supported the proposal. We agree and recommend that the assistant secretary-cum-administrative officer may be given the revised pay scale of Rs.2200-4000.

10.296. The controller general of patents, designs and trade marks, Bombay, has suggested that the administrative officer (Rs.650-960) in the patent office may be given the Pay scale of the administrative officer (Rs.650-1200) in the trade marks registry as the duties and responsibilities of the administrative officer in these two organisations are identical. The ministry has supported the proposal. We agree and recommend that the administrative officer in the patent office may be given the scale of Rs.2000-3500.

10.297. The department has proposed the upgradation of the post of joint controller of patents and designs and joint registrar of trade marks registry and deputy chief executive officer in the patent information service from the existing pay scale of Rs.1500-2000 to Rs.2000-2500. The pay scale of controller general of patents, designs and trade marks was revised twice, first from Rs.2000-2500 to Rs.2500-2750 and then to Rs.2500-3000. The scales of pay of other posts were not revised. Thus there is a wide gap between the pay scale of controller general and the joint controllers. Keeping in view the qualifications and experience required for appointment to these posts, we agree and recommend that the joint controller of patents and designs and the joint registrar of trade marks registry may be given the pay scale of Rs. 4500-5700.

10.298. The department has also suggested that the pay scales of the post of deputy controller of patents and designs and deputy registrar of trademarks registry may be upgraded from the existing scale of Rs.1300-1700 to Rs.1500-2000 as they are promoted from the pay scale of Rs.1100-1600 to these posts. We agree and recommend that the deputy controller of patents and designs and the deputy registrar of trade marks registry may be given the scale of Rs.3700-5000.

10.299. The technical gazetted officers association of Director General Technical Development (DGTD) has suggested the constitution of an organised service in DGTD as recommended by the Third Pay Commission. The ministry has stated that the constitution of an organised service for technical gazetted officers of DGTD has been held up due to various administrative and technical reasons. The matter may be further examined by the department.

10.300. The association representing officers of Small Scale Industries Development Organisation (SSIDO) has brought to notice the anomaly in their pay structure as compared to similar posts in the DGTD. They have therefore suggested that officers of SSIDO may be given the pay scales of officers of DGTD. The department has suggested that the posts of director grade-I (Rs.1500-2000) and director grade-II (Rs.1300-1700) who are performing similar duties may be merged and given the pay scale of Rs.1500-2000. They have also suggested merging the grades of assistant director grade-I (Rs.700-1300) and grade-II (Rs.650-960). We have examined the proposals and recommend the scale of Rs.3700-5000 for directors (Grade I and II). We however do not agree with the proposal for merging assistant director Grade-I and Grade-II but recommend upgradation of the pay scale of assistant director Grade-II from Rs.650-960 to Rs.2000-3500.

10.301. The department has proposed that the pay scale of deputy/regional development commissioner for cement may be revised from Rs.1300-1700 to Rs.1500-2000 and the pay scale of joint development commissioner cement may be revised from Rs.1500-2000 to Rs.2000-2250. We recommend the pay scale of Rs.3700-5000 for deputy/regional development commissioner and the scale of Rs.4500-5700 for the post of joint development commissioner for cement.

10.302. The gazetted officers association of the office of chief controller of explosives has suggested the grant of risk/hazard allowance to officers as they have to deal with explosives of various kinds. The matter may be examined in accordance with the procedure suggested by us in chapter 17.

10.303. The Department of Company Affairs deals with matters relating to the administration of the Companies Act, Monopolies and Restrictive Trade Practices Act, Chartered Accountants Act, Cost and Works Accountants Act, Company Secretaries Act and is also responsible for discharging the functions of the central government relating to the Partnership Act. The department has a total strength of 2023 officers.

10.304. The department of Company Affairs has suggested some changes in the structure and recruitment rules to make the Central Company Law Service (CCLS) more viable and comparable to other organised group A central services.

10.305. After taking note of all relevant facts, we recommend that grade-II (Rs.1300-1700) and grade-I (Rs.1500-2000) may be merged and given the scales of Rs.3700-5000.

10.306. The posts in the Departments of Chemicals and Petro Chemicals and also in Department of Public Enterprises are covered by our recommendations in chapter 8.

XIV. Ministry of Information and Broadcasting

10.307. The Ministry of Information and Broadcasting (I&B) has several units under it such as All India Radio (AIR), Doordarshan, Press Information Bureau (PIB), Films Division (FD), Directorate of Advertising and Visual Publicity (DAVP) and Directorate of Field Publicity (DFP). There are about 28,000 posts under the Ministry.

10.308. Ministry of I&B is the cadre controlling authority for the Indian Broadcasting (Engineers) Service (IBES) and Central Information Service (CIS). Scales of pay for these services have been dealt with in chapter 8. Government have also decided to constitute programme management and programme production posts in AIR and Doordarshan into an organised service to be called Indian Broadcasting (Programme) Service on the lines of other central group A services.

10.309. The posts of director general, AIR and director general, doordarshan are on a fixed pay of Rs.3000/-. Considering their duties and responsibilities we recommend that the posts may be given the pay of Rs.7600/-(fixed).

10.310. The post of engineer-in-chief in IBES is in the scale of Rs.2500-3000. The duties and responsibilities of the post have increased considerably with the expansion of television and radio network. We recommend that the post may be given the pay of Rs.7300/-(fixed).

10.311. There are 4 posts of foreign language monitor in the scale of Rs.700-1300. It has been represented that at present there is no avenue for promotion. We have been informed by the department that it is proposed to include these posts in the CIS and that will improve their promotion prospects.

10.312. The pay of the post of principal information officer is Rs.3000/-(fixed). This is the highest post in CIS and considering its increasing responsibilities, we recommend that it may be given the pay of Rs.7600/-(fixed).

10.313. There is one post each of deputy chief Visualiser, chief exhibition officer, deputy director (Printed Publicity), deputy director(Out-door Publicity) and deputy director (Mass Mailing) in the scale of Rs.1300-1700 in DAVP. While there is direct recruitment to the post of chief exhibition officer, the other posts are filled by promotion from the scale of Rs.1100-1600. These posts have no further avenues of promotion for them. It has been represented that the scale needs improvement to bring it to the level of the junior administrative grade as in other services. We agree and recommend that these posts may be given the scale of Rs.3700-5000.

10.314. The post of director, photo division is in the scale of Rs.1300-1700. It has been represented that the scale of pay of the post should be revised to the level of deputy secretary to government so that there may be proper delegation of powers to the head of the department. There are a number of officers in the scale of Rs.1100-1600 working under him. We recommend that the post may be given the scale of Rs.3700-5000.

10.315. The posts of field publicity officer in DFP are in the scale of Rs.650-1200. There are 77 posts of field publicity officer (Border) which are not encadred in CIS and are filled by direct recruitment. It has been represented by field publicity officers (Border) that they have not been included in CIS whereas other posts with similar duties are included in that service. There is some merit in their representation and we suggest that the ministry may consider including these posts in CIS.

10.316. The post of director, song and drama division, is in the scale of Rs.1800-2000. It has been brought to notice that the ministry has experienced difficulties in making recruitment to the post in the present scale of pay and improvement of pay scale has been suggested. We recommend that the post may be given the scale of Rs.4500-5700.

10.317. It has been suggested by the Ministry that the pay scale of posts of manager and producer (Rs.550-900) may be improved. We recommend that pay scale of Rs.2000-3200 for them. For the post of assistant director (Rs.650-960), we recommend the scale of Rs.2000-3500).

10.318. There are 2 posts of joint chief producer in films division in the scale of Rs.1800-2000. It has been suggested that the responsibilities of these posts have increased and the pay scales should be improved. We recommend the pay scale of Rs.4500-5700 for the two posts.

10.319. At present there are three categories of technical staff in the films division who are involved in film-making, viz.cameraman, recordist and editor. they have to work together as a team. The pay scales of the posts are however different. The ministry has recommended that, taking into account the techical nature of the work, there is need for uniformity in the scale of pay of these posts at different levels. there is justification for this view and we recommend the following uniform pay scales for the posts,—

Chief cameraman/Cameraman(CFU) Chief recordist/Chief editor	Rs.2375-3500
Cameraman/Recordist/Editor	Rs.2000-3200
Assistant cameraman/Assistant recordist/Assistant editor grade I	Rs.1400-2300

There are posts of story illustrator, assistant layout artist and assistant background artist in the films division in the scale of Rs.455-700. These posts are filled on promotion by artist grade I in the scale of Rs.425-640. Keeping this in view we recommend the scale of 1600-2660 for these posts.

10.320. We note that the set up in doordarshan is somewhat different from the films division. There may be reasons for the difference. We have recommended the pay scales for posts in the films division. Keeping these scales in view, the ministry may examine and prescribe the pay scales for comparable posts in doordarshan. Till then, the posts in doordarshan may be given the pay scales recommended in chapter 8.

XV. Ministry of Labour

10.321. The Ministry of Labour deals with industrial relations, wages, employment, welfare of labour and social security of workmen, etc. in regard to industries with which the central government is concerned and the laying down of national policy. It is also responsible for the implementation of the laws relating to labour, safety in mines, and administration of welfare funds for workers in mines. It functions as the nodal organisation for all activities relating to the International Labour Organisation (ILO). There are 9637 posts in the ministry and its four attached and twenty two subordinate offices.

10.322. The Directorate General of Employment and Training (DGE&T) is the apex organisation responsible for development and coordination at national level of programmes relating to employment service and vocational training scheme. The ministry has suggested that the technical posts in the organisation may be given the scales of pay of other engineering services as their qualifications and responsibilities are similar. They have also to shoulder the responsibility of teaching, training and guiding senior officers from the industry and state governments. The ministry has suggested that the scales of pay of directors of training should be higher than the scale of pay of state directors who are at present in the pay scale of Rs.2250-2500 in some states. The ministry has also intimated that they are considering the formation of a central engineering service for group A officers of DGE&T on the pattern of organised group A engineering services. At this stage we recommend that the posts of joint director/principal of Central Training Institute (Rs.1300-1700) may be given the scale of Rs.3700-5000.

10.323. The assistant training officer class II is a non-gazetted post in the scale of Rs.650-960. While 75 per cent of the posts are filled by promotion from the cadre of vocational instructor in the pay scale of Rs.440-750, 25 per cent are directly recruited. The training officer is a gazetted class II post in the pay scale of Rs.650-1200 filled up by 100 per cent promotion from the cadre of assistant training officers. The ministry has brought to notice that the recruitment qualifications and experience as also the duties and responsibilities of assistant training officers and training officers are more or less the same and hence these two posts may be merged. We agree that post of assistant training officer and training officer may be merged and given the scale of Rs.2000-3500 and suitably redesigned.

10.324. The directorate general of factory advice service and labour institutes (FASLI) looks after research, training and advisory functions of industrial safety and enforcement of safety in docks. The ministry has brought to notice that all officers of the organisation are technically qualified personnel either in the engineering discipline or other related fields and are required to possess industrial experience of two to seven years at the time of initial recruitment. They have made a mention of some difficulty in recruitment and retention of officers. We have examined the matter and recommend that the post of director general (Rs.2250-2500) may be given the pay scale of Rs.5900-6700 and deputy director general (Rs.1800-2000), the pay scale of Rs.4500-5700. The posts of directors (Rs.1500-1800) and joint directors (Rs.1300-1700) may be merged and given the scale of pay Rs.3700-5000.

10.325. The director general mines safety (DGMS) deals with enforcement of the provisions of Mines Act, 1952, and the rules and regulations made thereunder. Association of the officers of DGMS as also the ministry have brought to notice the persistent difficulties faced in the recruitment and retention of officers. In view of this, the pay scales were revised in 1983. Direct recruitment in DGMS is now made at the level of deputy director in the pay scale of Rs.1500-1800. The Kumaramangalam committee in its report recommended that the director general of mines safety should be ex-officio additional secretary to the Government of India. The Ministry of Labour has accepted this recommendation and proposed that the pay scale of the director general may be improved

further from Rs.2500-2750 to Rs.3000--(fixed). They have also suggested upgradation of posts at other levels. We agree and recommend that the director general mines safety (Rs.2500-2750) may be given the pay of Rs.7300/-(fixed) and the deputy director general (Rs.2250-2500), may be given the pay scale of Rs.5900-6700, directors (Rs.2000-2250) may be given the pay scale of Rs.4500-5700. We further recommend that the posts of deputy directors in the scale of Rs.1500-1800 and Rs.1800-2000 may be merged and given the scale of Rs.3700-5000.

10.326. The association of chainmen in DGMS has suggested that the chainmen who are in the pay scale of Rs.196-232 may be given the higher pay scale of Rs.210-290 on par with chainmen of Indian bureau of Mines who are doing similar work. We agree and recommend that the chainmen in DGMS may be given the scale of Rs.800-1150.

10.327. The associations representing the officers and staff of the DGMS as also the ministry have suggested the grant of hazardous allowance and underground allowance. It appears to us that the suggestion has merit. We suggest that government may appoint a task force to determine the rate of the allowance and the categories of employees to be entitled to it.

XVI. Ministry of Law and Justice

10.328. The Ministry of Law and Justice consists of (i) Department of Legal Affairs (ii) Legislative Department and (iii) Department of Justice. The ministry is responsible for giving legal advice to the central government, drafting of legislation and matters relating to judges of the Supreme Court and High Courts. There are about 2200 posts in the ministry. The ministry also controls the official language wing (OLW) and is the cadre controlling authority of the Indian Legal Service (ILS).

10.329. The ILS consists of two distinct cadres, one dealing with advice, under the Department of Legal Affairs, and the other with drafting under the Legislative Department. There are 60 posts in the service in four scales of pay viz. Rs.1200-1600, Rs.1500-2000, Rs.2000-2250 and Rs.2500-2750. These are comparable to the pay scales of other group A central services at appropriate levels and our recommendation in chapter 8 will apply to these posts.

10.330. Group A officers of OLW have suggested inclusion of their posts in the ILS. The Ministry of Law and Justice is in favour of this suggestion. This is a matter which may be decided by government.

10.331. In the Department of Legal Affairs, there are 12 posts of junior central government advocates in the pay scale of Rs.840-1200 in the branch secretariat at Calcutta. They have represented that they do not have any promotional avenues as they are not eligible for promotion to the post of central government advocate in the scale of Rs.2000-2500 which are filled by direct recruitment. We have considered the matter and recommend that 2 posts of junior central government advocates may be given the scale of pay of Rs.3000-4500 and they may be filled by promotion according to a well defined selection procedure to be laid down by the department.

10.332. There are 32 posts of assistant (Legal) in the pay scale of Rs.425-800. They have requested that they may be given the pay scale of Rs.650-960. The qualification prescribed for recruitment to the post is degree in law with at least three years experience of legal work. The department of legal affairs is facing difficulty in recruitment and retention of assistant (Legal). They have therefore suggested improvement in their pay scale. We have considered the matter and recommend that the assistant (Legal) may be given the pay scale of Rs.1640-2900.

10.333. Employees association of the Department of Legal Affairs has drawn attention to the problem of stagnation that exists in the case of court clerks. For 93 posts of court clerks in the pay scale of Rs.260-400, there are nine posts of legal assistants (bill of costs) in the pay scale of Rs.425-700 available for promotion. At present, there are no posts of senior court clerks in the department. Introduction of posts at this level will improve the career prospects of court clerks and we suggest that the ministry may convert some posts of court clerks in the existing pay scales of Rs.260-400 to the higher pay scale and suitably redesignate these posts.

10.334. There are two posts of superintendent (Printing) in the pay scale of Rs.650-1200. The posts of superintendent (Legal) are in the pay scale of Rs.840-1200. The ministry has suggested that

there should be parity in pay scales of superintendents. We agree and recommend that superintendent (Printing) may be given the pay scale of Rs.2375-3500.

10.335. There are 35 posts of bilingual stenographers (Rs.425-800) in the Ministry of Law and Justice. The bilingual stenographers association has suggested higher scale of pay for them as they possess higher standard of proficiency, calibre, skill and perform duties which are more arduous than those of unilingual stenographers. The association has also pointed out that there is no scope for promotion because all the posts are ex-cadre and persons working in these posts are not eligible to compete for departmental/UPSC competitive examinations. They have also been excluded from the recently formulated central Secretariat official language service (CSOLS). There is only one post of Senior personnel assistant in the pay scale of Rs. 650-1040 available for their promotion. As a result they have to face stagnation. The ministry has also reported difficulty in recruitment and retention of bilingual stenographers.

10.336. A separate service of bilingual stenographers on the lines of central secretariat stenographers service (CSSS), as suggested by the bilingual stenographers association will not be viable. Taking all aspects of the matter into consideration we recommend that bilingual stenographers may be included in the central secretariat stenographers service with an allowance of Rs.50/- per mensem for tested proficiency in each additional language.

10.337. Posts in the Legislative Department and the Department of Justice follow the scheme of revised scales of pay recommended in chapter 8.

XVII. Ministry of Personnel, Public Grievances and Pensions

10.338. The Ministry of Personnel, Public Grievances and Pensions consists of three departments namely – (i) Department of Personnel and Training, (ii) Department of Administrative Reforms and Public Grievances and (iii) Department Pension and pensioners' Welfare. There are about 7000 posts in the ministry.

10.339. The ministry deals with policy relating to all service matters. It is the cadre controlling authority of the Indian Administrative Service and the central secretariat services. The Indian Administrative Service has been dealt with in the chapter on all-India services. The ministry also deals with matters connected with administrative vigilance and criminal investigation with the help of Central Bureau of Investigation (CBI). It is responsible for administrative matters relating to administrative tribunals and staff selection commission.

10.340. There are two training institutes, namely, the Lal Bahadur Shastri National Academy of Administration, Mussoorie, and the Institute of Secretariat Training and management, New Delhi. While the former provides training to personnel recruited to all-India services and the central services. the latter is mainly responsible for providing training to those recruited to the central secretariat services.

10.341. We have separately considered the pay structure of central police organisations under Ministry of Home Affairs. Pay scales of posts in the Central Bureau of Investigation (CBI) are comparable with them. Our recommendations regarding pay scales of central police organisations will apply to CBI.

10.342. It has been represented that promotion opportunities of officers recruited directly in CBI are unsatisfactory. For 18 posts of superintendent of police belonging to the cadre of CBI, there are two posts of DIG in the promotion quota. We recommend that the promotion prospects of these officers should be adequately improved and, if necessary, the number and rank of offices coming on deputation may be suitably adjusted.

10.343. The pay of the post of Director, CBI, is Rs.3250/-(fixed). It has been suggested that the duties of director CBI are comparable with those of director, IB. We agree and recommend that the post of director CBI may be given the pay of Rs.8000/-(fixed).

10.344. A sizeable number of posts in CBI are filled by bringing officers on deputation from state governments. In order to attract officers from state police forces, there is provision for granting deputation allowance and special pay to police officers upto the rank of deputy superintendent of

police. Officers on deputation from IPS cadres are given special pay at the rates prescribed in IPS pay rules.

10.345. The matter of special pay has been considered by us elsewhere. Director CBI has emphasised the need for continuing the existing system and has in fact proposed substantial upward revision in the rates of special pay and deputation allowance to all officers coming on deputation to the CBI since it is otherwise very difficult to get adequate number of suitable persons on deputation. In view of these difficulties, we recommend the continuation of deputation allowance along with special pay rates of deputation allowance were revised by the government in January, 1986, which may continue.

10.346. There is a post of curator in the scale of Rs.425-700. Essential qualifications for the post are master's degree in Indian history and diploma in museology from a recognised university. It has been suggested that the pay scale of this post may be improved. In view of qualifications prescribed, we agree to the suggestion for placing this post in pay scale of Rs.1640-2900.

10.347. The Lal Bahadur Shastri National Academy of Administration is an institution of national significance and its role will continue to grow with increasing emphasis on training at higher levels of administration. Government may consider giving a higher status to the academy by declaring it as an institute of national importance and introducing advanced courses of professional and specialised studies in different branches of management and administration. We have noted that government have revised the pay scales of assistant professor, reader and professor. They will get the scales of pay recommended by us in chapter 8.

10.348. It has been represented that the language instructor in the academy who has to teach two languages is in the pay scale of Rs.440-750 and does not have promotional avenue. Hindi instructor in the academy is in the scale of Rs.550-900. The qualifications for both the posts are similar. The nature of the duties are comparable. We have considered the matter and recommend the scale of pay of Rs.1640-2900 for regional language instructor.

XVIII. Ministry of Planning

10.349. Ministry of Planning consists of the Department of Planning and the Department of Statistics. Besides there is the Planning Commission a separate entity which is the highest body at the national level dealing with the formulation, monitoring and evaluation of development plans for the entire country.

The Department of Statistics is responsible for coordination of all statistical activities at the centre and for collection and processing of socio-economic data required for plan formulation.

The Department of Statistics has under its control the Central Statistical Organisation (CSO) and National Sample Survey Organisation (NSSO).

There are about 9000 posts in the ministry.

10.350. The Department of Statistics is the cadre controlling authority of the Indian Statistical Services (ISS) which is a group A central service. There are about 600 officers in the service distributed in four grades viz., Rs.700-1300 (grade IV), Rs.1100-1600 (grade III), Rs.1500-1800 (grade II) and Rs.1800-2000 (grade I). A selection grade of Rs. 2000-2250 has been introduced for 20 per cent posts of the combined strength of grade I and II but the number has been limited to 50 per cent of the strength of grade I posts. Some higher ex-cadre posts above the selection grade level are also held by Members of the service.

10.351. The Indian statistical service association has suggested abolition of lateral entry in the ISS. It was in pursuance of the recommendations of the Third Pay Commission that direct recruitment at grade III level was dispensed with and was reduced to 25 per cent at grade II level. However, direct recruitment has been continued at grade I level although the Third Pay Commission considered it to be unnecessary. In order to attract talent to this organised service to which recruitment is being made through a competitive examination conducted by UPSC, we think it necessary to provide reasonable opportunities. We are not in favour of lateral entry upto grade I of the service.

10.352. In all organised group A central services there is junior administrative grade in the scale of Rs.1500-2000 above the senior time scale. In Indian Statistical Service, however, posts at this level are distributed in two pay scales of Rs.1500-1800 and Rs.1800-2000. We are of the view that the grades structure of this service should be brought in line with other organised group A services. We accordingly recommended that grade II and grade I may be merged and given the revised scale of Rs.3700-5000. Posts in other scales of pay and the selection grade posts may be given the revised scales of pay recommended in chapter 8.

10.353. It has been brought to notice that there are no cadre posts in the service beyond grade I and this has led to frustration. There are, however, some ex-cadre posts in higher grades which are held by members of the service. The association has suggested encadring of all these posts to improve career progression. We find merit in this suggestion and recommend that the posts of director general (DG), Central Statistical Organisation and chief executive officer, National Sample Survey Organisation may be encadred, in the service. As the DG, CSO will be the highest cadre post of the service, we recommend that the pay of the post may be revised from Rs.3000/- fixed to Rs.8000/- fixed. The need for providing a few post the scale of Rs.5900-6700 for the members of the service may also be examined by Government.

10.354. At present most of the feeder posts recognised in various ministries/departments for promotion to grade IV level of Indian Statistical Service are group B posts which are borne on the pay scale of Rs.550-900 with gazetted/non-gazetted status. However, in some ministries/departments there exist two pay scales for these recognised feeder posts viz. Rs.650-1200 and Rs.550-900. In the integrated list of the incumbents of these posts prepared by the respective cadre authorities, the principle followed is that holders of posts on the pay scale of Rs.650-1200 are placed en-block above the persons on the lower scale i.e. Rs.550-900. There is provision for direct recruitment to the posts in the pay scale of Rs.550-900 and posts in the pay scale of Rs.650-1200 are promotion posts from the lower level. The qualifications prescribed for direct recruitment posts are post-graduate degree in mathematics/statistics or economic/commerce (with statistics). The promotion quota for the feeder posts to grade IV level of ISS was increased from 25 to 40 per cent from August 15, 1981.

10.355. The strength of the recognised feeder posts for promotion to grade IV level of Indian Statistical Service is 322 out of which 19 are in the pay scale of Rs.650-1200. The sanctioned strength of the grade IV level is 328.

10.356. From time to time the holders of feeder posts in various ministries/departments were promoted on ad-hoc basis to officiate against grade IV cadre posts of Indian Economic Service and the Indian Statistical Service. In a recent judgement passed by the Supreme Court on February 11, 1986, the Union Government has been directed "to treat all persons (ad-hoc promotees) who are stated to have been promoted in this case to several posts in grade IV in this service contrary to the Rule till now as having been regularly appointed to the said posts in grade IV under Rule 8(1)(a)(ii) and assign them seniority in the cadre with effect from the dates from which they are continuously officiating in the said posts".

10.357. It has been suggested to us that the promotion quota for feeder posts to grade IV level of ISS may be increased and all recognised feeder posts may be placed in a common pay scale of Rs.650-1200.

10.358. We find that posts in the pay scale of Rs.650-1200 are promotion posts from posts in the scale of Rs.550-900. At present the posts in the scale of Rs.650-1200 are too few to provide adequate promotion opportunities. We therefore recommend that adequate number of posts in Rs.2000-3500 may be provided to serve as effective stage of promotion to grade IV of the service. We do not agree to the increase of promotion quota beyond 40 per cent for feeder posts to grade IV level of ISS.

10.359. At present the pay scale of assistant superintendent in NSSO, Department of Statistics, is Rs.470-750. It is a promotion post from the level of investigator on the pay scale of Rs.425-700. The pay scale for the post of investigator was recommended by the Third Pay Commission as Rs.380-640 which was subsequently revised to Rs.425-700 from May 1, 1982, on the basis of an award given by the Board of Arbitration.

10.360. The sanctioned strength of assistant superintendent is 1720. The next higher post for the assistant superintendent is in the pay scale of Rs.550-900 which is a feeder post to grade IV level of Indian Statistical Service. The sanctioned strength of posts of superintendents in NSSO is 376.

10.361. The duties and responsibilities of assistant superintendent in NSSO are to carry out field/special studies and submit reports, observe crop cutting experiments and provide technical guidance to the primary workers, to attend to field work in connection with various studies including annual survey of industries and to guide and supervise the work of junior staff. It has been suggested that (a) the pay scale of assistant superintendent in NSSO may be revised from Rs. 470-750 to Rs.550-900 in view of heavy duties and responsibilities at this level and also on account of prevalent stagnation and (b) the post of assistant superintendent may be merged with the post of superintendent in NSSO.

10.362. We have considered the matter and recommend that the post of assistant superintendent in NSSO may be placed in the pay scale of Rs.1600-2660. We do not agree to the merger of this post with the higher level post of superintendent in NSSO in view of the functional necessity at this level reported to us by the Department of Statistics.

XIX. Ministry of Science and Technology

10.363. Ministry of Science and Technology is concerned with formulation of policy and guidelines on science and technology and coordination of matters in this field. The important scientific organisations under the ministry are the Survey of India, India Meteorological Department (IMD) and National Atlas Thematic and Mapping Organisation (NATMO). The ministry and its constituent units are treated as scientific organisations and there are about 26,700 posts.

10.364. There are about 300 group A posts in the Survey of India, of which a large number are held by army officers second from corps of engineers. The remaining posts are held by civilian officers. Army officers working in the Survey of India, continue to retain their lien in the army and their pay is regulated under a special formula. As result, an army officer in Survey of India draws much higher pay than his civilian counterpart in the same grade and even in higher grades. The Third Pay Commission examined the matter and recommended regulation of pay of army officers under normal deputation terms and maintenance of separate seniority lists for civilian and army officers. But those recommendations were not implemented. We have been informed that government is considering changes in the recruitment rules to provide for recruitment to 50 per cent of posts at the level of deputy superintending surveyor (Rs.700-1300) through engineering services examination conducted by UPSC. It is also proposed to increase the intake of civilian officers from the present level of 50 per cent to 80 per cent. We are of the view that there should be separate seniority lists for civilian and army officers, and the army officers who are absorbed in the Survey of India should not have any lien in the corps of engineers for purposes of pay, seniority, etc. Once they are absorbed, they should look for a career only in the Survey of India. The disparities which have persisted for many years should be removed by revising the service rules on the lines suggested by us. It may be mentioned that the matter came up before the Supreme Court and it was observed by the Hon'ble Court that the discontent among civilian officers should not be ignored. We hope that the suggestions made by us will remove the disparities and early action may be taken on them.

10.365. The posts of director in the Survey of India are at present in two scales, selection grade (Rs.2000-2250) and ordinary grade (Rs.1800-2000). These posts are filled by promotion from the post of deputy director in the scale of Rs.1500-1800. We recommend that the two grades for director may be merged and given the scale of Rs.4500-5700.

10.366. The post of surveyor general is in the pay scale of Rs.2500-2750. Looking to the importance of the post and the size of the organisation, we recommend the pay scale of Rs.5900-7300 for it.

10.367. The scales of pay of division I employees in the ordinary grade of surveyor, survey assistant, draftsman, scientific assistant and geodetic computer has recently been revised from Rs.425-700 to Rs.425-750. It has been suggested that there are two other comparable categories, namely engraver and technical assistant (Map-reproduction) in the scale of Rs.425-700 which should also be

given the same scale. We agree and recommend that these two categories of posts may be given the scale of Rs.1400-2600.

10.368. Some of the group C and Group D staff, who are rendered surplus during non-field season, which sometimes extends over 5 months, are granted departmental leave. Leave salary for the first three months is disbursed every month but thereafter it is paid only when the employee reports back for duty for the next field season. It has been represented that the leave salary should be paid every month even beyond the first three months. We agree and recommend that leave salary may be paid every month upto a period of six months instead of three months.

10.369. IMD has about 8000 post and there are five regional meteorological centres under it. While one of the regional centres is headed by a deputy director general in the scale of Rs.2000-2250, the other four regional directors are in the scale of Rs.1500-2000. They supervise the work of other directors who are also having the same scale of pay. It has been suggested that the regional directors may be upgraded to the level of deputy director general. We agree and recommend that the 4 posts of regional directors in the scale of Rs. 1500-2000 may be upgraded to the level of deputy director general and given the pay scale of Rs.4500-5700.

10.370. The pay of the post of director general, IMD is Rs.3000/-(fixed). Considering the role and importance of the organisation and the responsibilities of the post of director general, we recommend the pay of Rs.7600/- (fixed) for the post.

10.371. The posts of observer in the scale of Rs.260-430 are filled 100 per cent by direct recruitment from amongst matriculates. It has been stated that most of the observers with their limited knowledge and inadequate experience are unable to cope with the technical aspects of the work entrusted to them. The department is in favour of phasing out the cadre of observer. Department may consider providing suitable in-service training to upgrade the skill of the existing incumbents. Further recruitment to the posts of observer should be discontinued and future recruitment should be of graduates in science in the scale of pay admissible to senior observers.

10.372. At present the posts of assistant meteorologist (Rs.650-1200) are filled by promotion. To improve the quality of service at this level, we suggest that the department may examine the desirability of filling some of these posts by direct recruitment.

10.373. The post of director, NATMO is in the scale of pay of Rs.2000-2250. In view of the importance of the post and the recommendation which has been made to upgrade it we recommend that the post may be given the scale of Rs.5900-7300.

10.374. There are 35 posts of junior research assistant in the scale of Rs.550-800 which are filled 100 per cent by direct recruitment and the qualification prescribed is master's degree in geography. The promotional post is senior research assistant in the scale of Rs.550-900 for which also the qualification for direct recruitment is the same with some training and experience in research work. Considering the broad comparability of the work at the two levels, we recommend that the posts of junior research assistant may be merged with the posts of senior research assistant and given the pay scale of Rs. 1640-2900. The post may be redesignated.

XX. Ministry of Steel and Mines

10.375. The Ministry of Steel and Mines has two Departments under it, namely, the Department of Steel and the Department of Mines.

10.376. The Department of Steel is responsible for planning and implementation of policies for production, distribution, import and export of iron and steel. There are about 750 posts in the department of Steel including the office of the Iron and Steel Controller.

Department of Mines

10.377. The Department of Mines is responsible for survey and exploration of minerals, other than natural gas, petroleum and atomic minerals, mining and metallurgy of non-ferrous metals and administration of Mines Minerals (Regulation and Development) Act, 1957. The department has three

offices under it, namely, the Geological Survey of India (GSI), the Indian Bureau of Mines (IBM) and Controller of Mining Leases (CML). There are about 20,000 posts under the department.

10.378. GSI is primarily responsible for geological mapping, geo-physical survey, mineral investigation including off-shore mineral exploration, geotechnical investigation, etc. The working of the organisation was examined by a review committee which made several recommendations pertaining to the administrative, financial, and policy planning structure and procedures in the GSI. In line with those recommendations, government constituted a board of management for the GSI in 1978 which is the policy-making and sanctioning authority for GSI. In pursuance of the recommendations of the view committee, posts at senior levels were also created to improve the chain of command and to provide better organisational design. There are about 18,000 posts in GSI of which about 2600 are group A posts distributed in various disciplines like geology, geophysics and geo-chemistry.

10.379. The associations representing officers of GSI having requested for upgradation of the pay scales of the posts of director general and senior deputy director general. It has also been suggested that direct entry should be permissible only at the level of Junior time scale and there should be no direct recruitment to posts in the senior time scale. It has also been pointed out that there is direct recruitment at successive levels with broadly similar qualifications which should be modified to improve the promotional prospects of direct recruits.

10.380. We have considered the suggestions. GSI is a large multi-disciplinary scientific organisation. Having regard to this and the duties and responsibilities of the director general, we recommend that DG, GSI, who is at present on a pay of Rs.3000/-(fixed) may be given the pay of Rs.8000/-(fixed). We also recommend that three of the existing posts in the senior administrative grade in the department may be upgraded and given the pay of Rs.7300/-(fixed). The posts may be suitably designated and officers belonging to different disciplines in GSI may be considered for these posts. We also recommend that posts in the two levels of senior administrative grade in the scales of Rs.2250-2500 and Rs.2500-2750 may be merged and given the scale of Rs.5900-6700. Our recommendations in regard to selection grade in the scale of Rs.4500-5700 for other services will apply to officers in GSI also.

10.381. There is no uniformity in regard to direct recruitment to senior time scale posts in the different branches of GSI. While there is no direct recruitment at this level in the geology, mineralogy and drilling streams, there is direct recruitment to the extent of 25 per cent in the geo-chemist, geophysics and instrumentation branches. Since there is direct recruitment to the extent of 50 per cent in lower posts in the scale of Rs.700-1300, the department may consider whether direct recruitment at the level of senior time scale posts could be dispensed with.

10.382. The administrative officers' association has represented that the post of regional administrative officer (Rs.1300-1700) should be given the pay scale of Rs.1500-2000 as applicable to directors in other streams. These posts are filled by promotion from the posts of senior administrative officer (Rs.1100-1600). We recommend the scale of Rs.3700-5000 for these posts.

10.383. While posts of senior technical assistant in the scientific disciplines in the department are in the pay scale of Rs.550-900, the posts of senior technical assistant (Mining) are in the scale of Rs.550-750. There is direct recruitment to 25 per cent of these posts from degree holders in mining engineering and the remaining posts are filled by promotion from the posts of junior technical assistant (Rs.425-700). We recommend the scale of Rs.1640-2900 for the posts of senior technical assistant (Mining).

10.384. There are 12 posts of artist in the scale of Rs.650-1200 and one post in the scale of Rs.650-960, all of which are filled by promotion from posts in the scale of Rs.550-900. We recommend the scale of Rs.2000-3500 for the post in the scale of Rs.650-960.

10.385. There are six posts of translator (Foreign language) in the scale of Rs.650-960 for which the qualification is a degree with knowledge of the concerned foreign language. Having regard to the qualifications and duties of the posts, we recommend the scale of Rs.2000-3500 for them.

10.386. IBM is a multi-disciplinary scientific and technical organisation responsible for conservation and systematic development of mineral resources, statutory inspection of functions

envisaged by the Mines and Minerals (Regulation and Development) Act, 1957, and administration of the Mineral Conservation and Development Rules, 1958. IBM with its headquarters at Nagpur and 12 regional offices, has a total staff of about 1,700.

10.387. The association of mining engineers of IBM has requested for parity in their pay scales with mining engineers in the Directorate General of Mines Safety (DGMS) under the Ministry of Labour. It has been pointed out that IBM is a multi-functional organisation and there should be parity between the mining engineers employed in the two principal organisations under the government. The organisational structure of IBM was recently examined by the IBM Review Committee and, in pursuance of its recommendations, the pay scale of the head of the organisation was revised from Rs.2250-2500 to Rs.2500-2750 in August 1985.

10.388. We have considered the matter. There are differences in the organisational structures of IBM and DGMS. Taking note of this, and the other relevant factors, we recommend that pay scales of the following posts in IBM may be revised as under,—

Sl. No.	Designation	Proposed pay scale (Rs.)
1.	Controller general (Rs.2500-2750)	7300/- (fixed)
2.	Chief controller (Rs 2250-2500)	5900-6700
3.	Regional controller of mines (Rs.1500-2000)	4100-5300
4.	Deputy controller of mines (Rs.1200-1700)	3700-5000

10.389. The department has emphasised that inter se relativity of the officers belonging to the various disciplines in IBM should be maintained. We agree and recommend that the following posts may be given the pay scales indicated against them,—

Sl. No.	Designation	Proposed pay scale (Rs.)
1.	Director ore dressing (Rs. 2250-2500)	5900-6700
2.	Superintending mining geologist Superintending ore dressing officer Superintending mineral Economist (Intelligence) (Rs.1500-2000)	4100-5300
3.	Regional mining geologist Ore dressing officer Mineral Economist (Geo-Group Intelligence) (Rs.1300-1700)	3700-5000

10.390. The posts of senior technical assistant (Mining) in the scale of Rs.550-750 have a selection grade in the scale of Rs.700-900. We recommend that these two grades may be merged and given the scale of Rs.1640-2900.

10.391. There are posts of laboratory assistant (Rs.380-560) and pilot plant assistant (Lab.) in the scale of Rs.330-560 which are filled by promotion from senior laboratory attendant (Rs.260-400). Both these categories are eligible for promotion to the post of junior technical assistant in the scale of Rs.425-700. We recommend the pay scale of Rs.1320-2040 for these posts.

10.392. There are posts of administrative officer (Rs.840-1200) which are filled by promotion to the extend of 50 per cent from assistant administrative officer (Rs.650-1200). We recommend the pay scale of Rs.2200-4000 for the posts of administrative officer.

XXI. Ministry of Textiles

10.393. The Ministry of Textiles deals with matters relating to textiles - (cotton, silk, woollen, jute and handicrafts, etc.). The following offices are functioning under the ministry,—

Attached Offices

- i) Office of the development commissioner for handlooms;
- ii) Office of the development commissioner for handicrafts;

subordinate Offices

- i) Office of the textile commissioner;
- ii) Office of the jute commissioner.

The total number of posts in the ministry is about 5400.

10.394. Under the development commissioner for handlooms, there are 23 posts of technical assistants (Dyeing) in the weavers' service centres. The ministry has suggested that the existing pay scale of this post may be revised from Rs.550-800 to Rs.550-900 as applicable to technical superintendents. These are supervisory posts in the Dyeing section. The qualifications prescribed for the posts of technical assistant (Dyeing) and technical superintendents as also the job responsibilities are comparable. We agree and recommend that the posts of technical assistant (Dyeing) may be given the scale of Rs.1640-2900.

10.395. There are 4 posts each of weaving instructor/demonstrator in the pay scale of Rs.260-400 in the Indian Institute of Handloom Technology. The ministry has suggested that these posts may be upgraded to the pay scale of Rs.330-560 as applicable to weaving assistant, in weavers' service centres. The weaving instructors/demonstrators are matriculates with diploma in handloom technology and have to teach and demonstrate to trainees. Taking this into account we recommend that weaving instructors/demonstrators may be given the pay scale of Rs.1200-2040.

XXII. Ministry of Transport

10.396. The Ministry of Transport comprises Department of Railways, Department of Civil Aviation, and Department of Surface Transport.

Department of Railways

10.397. The Department of Railways in the Ministry of Transport is the largest department of the government of India employing more than 15 lakh employees. The Railway Board is responsible for the administration and management of Railways. The Board consists of a Chairman, and five members, including the Financial Commissioner, who function as ex-officio secretary to the government. Secretary, Railway Board, is head of the railway secretariat. The Board is assisted by three advisers who exercise the powers of the members of the Board in their respective spheres, except for matters of policy which require the Board's specific approval.

10.398. Posts of Chairman and members of the Board except the post of Financial Commissioner are filled by officers from the railway services. It has been represented by officers of the Indian Railway Accounts Service (IRAS) that in the context of the specialised professional role which members of the service are called upon to play in the day-to-day work, the post of Financial Commissioner should be a cadre posts of IRAS. They have also pointed out that there are inadequate avenues of promotion for senior officers of the service. It has been stated that the Financial Commissioner (Railways) has a special status as the representative of the Ministry of Finance in the Department of Railways and that indepth knowledge of the multi-disciplinary working of the railways is essential for the posts. Members of IRAS are well equipped to discharge this role. The Railway Reforms Committee has suggested that preference should be given to IRAS officers if the merits are comparable. We are of the opinion that the post of Financial Commissioner should be filled by an officer of IRAS.

10.399. Department of Railways controls 10 organised services of railway officers of which five relate to engineering. In addition, there is a separate Railway Board Secretariat Service (RBSS). The federation of railway officers has referred to the responsibilities shouldered by officers of the different services in the railways which operate round the clock throughout the year, and the disparity in the career prospects of officers including the medical officers. In our opinion the number of higher level posts in a multi-service organisation like the Railways should be fairly distributed among the different services. The Department of Railways may review the position from time to time.

10.400. The staff in the Railway Board is drawn from Railway Board Secretariat Clerical Service (RBSCS) and Railway Board Secretariat Stenographers Service (RBSSS) organised on the lines of the corresponding Central Secretariat Services. In addition, there is a separate Railway Board Secretariat Service (RBSS) for manning posts of assistant, section officer, deputy director and joint director. Officers of the different railway services are also considered for posting in the board at the level of joint directors and above. The designations of posts in the board are different from other departments of government.

10.401. It has been suggested that officers of RBSS may be made eligible for promotion to higher posts in the Secretariat of the Railway Board. We agree and recommend accordingly.

10.402. At present there are 18 posts of Additional General Manager in the pay scale of Rs.2500-2750 with a special pay of Rs.250/-. A suggestion was made that the posts should be abolished and posts of Principal heads of departments may be created instead. We are of the view that this is a matter for government to decide. For the post of Additional General Manager, we recommend the pay of Rs.7300/- (fixed) without any special pay.

10.403. There are about 2400 officers in the Railway Medical Service (RMS). RMS, at present, makes recruitment of doctors at the levels of assistant divisional medical officer (Rs.700-1600) and divisional medical officer (Rs.1100-1800). The department has informed that it has been decided to stop direct recruitment at the level of divisional medical officer. Unlike the other two organised health services (CHS and IOFHS), RMS has no separate cadre of specialists and doctors possessing post graduate qualifications work as specialists. The present cadre structure in RMS does not provide enough opportunities of promotion to officers of this service. The service requires reorganisation with adequate number of posts at different levels, including creation of posts of specialists wherever necessary. The question of having two or three posts in the pay of Rs.7300/- (fixed) may also be considered by government. Pending such re-organisation of the service, we recommend that the officers of RMS may be given the scales of pay recommended by us in chapter 8.

10.404. The Director General who is at present on the pay of Rs.3000/- is in charge of a large medical service spread all over the country. Looking to the duties of the post, we recommend that it may be given the pay scale of Rs.7300-8000.

10.405. All India Railwaymen's Federation (AIRF) and National Federation of Indian Railwaymen (NFIR) referred to the difficulties experienced by the railway employees on account of application of the principle of common and uncommon categories. They stated that "simply because designations are common and general description of duties is similar it is absolutely unfair to treat the staff belonging to the same category in different departments as alike forgetting a more important factor viz., the conditions of work and service". In making our recommendations, we have taken note of the importance and the special features of the railways.

10.406. Another issue on which emphasis was laid by both the federations related to the comparability of the railways and the public sector. We have dealt with the matter elsewhere.

10.407. There is proliferation of designations on the railways. While some progress has been made in standardisation of designations, the work is yet to be completed for a number of posts in different departments of railways. Reduction of categories and re-grouping of the posts on the basis of functional need and duties and responsibilities may be taken up on a priority basis. For a proper cadre planning and career progression, multi-functional categories may be useful. For instance, the need for having typists as a separate category may have to be reviewed.

10.408. The problem of staffing in a complex organisation like railways has been dealt with by prescribing percentages of posts at different levels for various categories. This is being reviewed periodically. This has improved the career prospects of the employees.

10.409. There is a separate cash and pay department in the railways with cashiers and shroffs constituting distinct categories. Railways have a system of payment of honorarium for cash disbursements in accordance with prescribed norms which differ from railway to railway. Even very large payments are made in cash. As against this, cashiers in the ministries/departments are paid special pay based on the quantum of cash handled by them. In some cases in the railways, the honorarium received in a year far exceeds the salary. The department may consider adopting a scheme for grant of special allowance for this category of posts as recommended by us in chapter 11 with such modifications as may be necessary, or adopt some other suitable method.

10.410. Research Designs and Standards Organisation (RDSO) functions as technical adviser and consultant to the Railway Board, the zonal railways, the production units and also the public and private sector undertakings in respect of designs and standardisation of railway equipment. Director General, RDSO has the status of a general manager of the railways. Senior posts of joint director and

above are filled mostly by drawing officers from the various railway services on tenure basis. RDSO has its own cadre of non-gazetted staff. Group B officers in RDSO have promotional avenues to group A posts on a pattern more or less similar to the one prevalent in the zonal railways.

10.411. Various unions and associations representing different categories of staff working in RDSO have expressed their views regarding the status of RDSO in support of their claims for higher pay scales. Suggestions ranged from treating them as ministry level staff, to industrial workers. Another suggestion was to treat RDSO as a scientific organisation and the employees working in RDSO as scientific staff for determining their pay scales. Department of Railways have stated that RDSO is an attached office of the department. The Lucknow Bench of the Allahabad High Court has held in a case that the employees working in RDSO are to be treated on par with employees of the zonal railways viz., employees of a subordinate office. The Allahabad High Court has, however, taken a different view in another case. We understand that the Department of Railways have filed a petition in the Supreme Court in respect of the decision of the Lucknow Bench and the matter is 'sub judice'.

10.412. As regards the suggestion for treating RDSO as a scientific organisation and the employees working in it as scientific staff for the purposes of pay scales, we are inclined to think that it is a matter for the department concerned to examine and take a decision.

10.413. RDSO class III employees' association as also the senior subordinates association have suggested that the scales of pay of senior design assistants and senior research assistants may be equated. The matter has been reviewed by the railways on more than one occasion and no change appears to be called for.

10.414. There are 16 Railway Recruitment Boards (previously known as Railway Service Commissions). Each recruitment board consists of a chairman in the pay scale of Rs.2000-2250, member-secretary in the scale of Rs.1500-2000 and an assistant secretary in the scale of Rs.650-1200.

10.415. Department of Railways have framed recruitment rules in consultation with UPSC for the appointment of chairman, member-secretaries and assistant secretary of the Recruitment Boards. Chairman of these boards are selected from (i) retired railway/government officers; Ex-members of Parliament; (iii) Men of repute viz., educationists, eminent lawyers, etc. and (iv) officers of the central/state governments/railways. Member-secretaries are selected from a panel of officers of the Railway Board Secretariat Service and zonal railways. Assistant secretaries are on deputation from section officers/permanent assistants of the Railway Board Secretariat Service and stenographers grade B of the Railway Board Secretariat Stenographers Service with 8 years service. UPSC is associated with all the selections.

10.416. The high level Committee on Railway Reforms has recommended that a Recruitment Board should consist of a chairman, assisted by a full-fledged member, instead of the existing member-secretary and a secretary to the Board in place of the existing assistant secretary and that these officers should be of adequate status having regard to the responsibilities devolving on the boards.

10.417. As and when government take a decision on the suggestion of the Railway Reforms Committee and the set up is restructured, in consultation with UPSC, the posts in the revised set up may be given such scales as may be considered appropriate. In the meantime the existing posts may be given the appropriate revised scales recommended in chapter 8.

10.418. Extensive training facilities have been created on the railways to enable them to organise and undertake training of all categories of staff to improve their skill and abilities and to keep them abreast of the technological changes. The in house training facilities for officers are organised mainly in the four centralised training institutions viz., Railway Staff College, Vadodara, Indian Railways Institute of Advanced Track Technology, Pune, Indian Railways Institute of Signal Engineering and Tele-communication, Secunderabad, and Indian Railways Institute of Mechanical and Electrical Engineering, Jamalpur. The latter three institutions have a specialised approach for certain disciplines like civil engineering, signal and mechanical engineering. Railway Staff College, Vadodara, imparts training in general management to all officers of Indian Railways. A variety of courses of different types viz., foundational/induction training, management development programmes, executive development programmes, refresher courses, promotional training, other customer-oriented training

courses, etc. are conducted in these institutions. In addition to these, railways also make use of facilities available elsewhere in the country, including those organised by the Department of Personnel and Training, professional institutions like the Indian Institute of Management, Ahmedabad, and Indian Institute of Public Administration. Some of the officers are also sent for training abroad under various Aid schemes under the Colombo Plan, UNDP, etc.

10.419. Barring a few posts of instructor/senior instructor in the training institution at Jamalpur for which direct recruitment of engineering graduates is made, other posts of lecturer/instructor in training institutions are filled by transferring officers of suitable disciplines and experience from different cadres of the railways.

10.420. Some benefits are likely to be available to the instructors/trainers in these institutions as a result of the guidelines issued by the Department of Personnel and Training in their Office Memorandum No.12017/2/86-Trg (T&P) dated February 7, 1986, providing incentives in the form of direct and indirect benefits upto 30 per cent of gross emoluments for those in training assignments of group A officers.

10.421. Having regard to duties and responsibilities of the post, views of Department of Railways and other relevant factors, we recommend that the Principal of the Staff College, Vadodara, may be given the scale of Rs.7300-8000 as against the existing pay of Rs.3000/- (fixed). Principal and staff of other institutions may be given the appropriate revised scales recommended in chapter 8.

10.422. In addition to training of officers, the specialised institutions at Pune, Secunderabad and Jamalpur also undertake courses of training for groups C and D staff of respective disciplines. Besides these institutions, there are a number of zonal training schools on different zonal railways where posts of instructor are treated as ex-cadre posts and are generally filled from amongst the volunteers of different categories of staff in the respective departments either on the basis of selection or suitability test. Since it has not been considered desirable to have a separate cadre of instructors in the present scheme, the staff seek their avenues of promotion in their parent cadre. They are entitled to draw grade pay or their pay along with special pay which is a percentage of their basic pay. At present the instructors are given scales ranging from Rs.260-400 to Rs.700-900. As more and more sophisticated equipment is being used by the railways, it is necessary that the instructors in training schools for categories C and D should be of requisite technical competence. With the adoption of mechanical maintenance of permanent way, sophisticated signal and telecommunication equipment, improved data control system and increasing use of computers, etc., proper training of manpower has assumed special significance. We therefore suggest that the Department of Railways may suitably re-structure the posts of instructors in different institutions in such a manner that preferably there are the following three scales of pay for them,-

- (i) Rs.1400-2300; (ii) Rs.2000-3200; and (iii) Rs.2375-3500.

10.423. There has been large scale expansion of computerisation in the railways. New areas including passenger reservation have been added. The railways have planned for a major computerisation programme involving an investment of nearly a thousand crores.

10.424. Electronic data processing staff (EDP) comprises of several categories working in data centres viz., (i) punch room staff (ii) console operators (iii) programmers and (iv) input output superintendents. The posts of input output superintendents are treated as ex-cadre and are filled by taking staff from the different departments of the railways.

10.425. The railways have suggested improvements in the scale of pay of EDP staff at the level of punch operators and assistant programmers. Punch operators at present are in two pay scales viz., Rs.260-400 and Rs.330-560 with a special pay of Rs.20/- per month attached to both the scales. A decision has also been taken by the railways to recruit only graduates for these posts in future and give them necessary training. In the case of assistant programmers the suggestion is to merge the special pay of Rs.125/- per month with their scale of Rs.650-960. Request has also been made for provision of posts in scale of Rs.650-1200 to EDP staff to provide avenues of promotion to assistant programmers, senior console operators and data processing superintendents.

10.426. Having regard to the nature of work and growing demand for this category of employees, we recommend the following scales of pay for EDP staff in the railways, inclusive of special pay,-

Designation	Proposed scale Rs.
Punch Room Cadre	
Junior punch/verifying operator (Rs.260-400 + SP of Rs.20/- per month)	
Senior punch/verifying operator (Rs.330-560 + SP of Rs.20/- per month)	1350-2200
Head punch operator (Rs.425-700)	1400-2300
General [punch room supervisor (Rs.550-750)	1600-2660
Data processing superintendent (Rs.700-900)	2000-3200
Console operators	
Junior console operators (Rs.550-750)	1600-2660
Senior console operators (Rs.650-960)	2000-3200
Senior console operator-in charge (Rs.650-960 + SP of Rs.100/- per month)	2375-3500
Programmers	
Assistant programmers (Rs.650-960 + SP of Rs.125/-per month)	2375-3500

10.427. The benefit of revised pay scale of Rs.1350-2200 to those punch operators/verifying operators in the pay scale of Rs.260-400 with special pay of Rs.20/- per month may be extended by the department after updating their qualifications. Department of Railways has suggested extension of scale of pay of Rs.2000-3500 to the punch room staff and also reclassification of some of posts in data centre as gazetted group B. We agree to the suggestion and the department may take necessary action.

10.428. Some of the zonal railways and production units have a separate cadre of shipping inspectors whose main duty is to deal with customs and port trust authorities and shipping companies for clearance of imported stores and their despatch to ultimate consignees. They are also involved in the procurement and distribution of indigenous free supply items against contracts entered into by the Department of Railways, to various wagon builders and railway workshops all over India.

10.429. The cadre consists of approximately 60 posts of which 45 are in Eastern Railway. The Third Pay Commission did not make any specific recommendation for this category of employees who are in three pay scales, viz., Rs.425-640, Rs.455-700 and Rs.550-750.

10.430. The posts of shipping inspectors are filled from amongst the clerical staff of the stores department by suitability test. After appointment as shipping inspectors, the staff have to seek further promotion only in the same cadre and they are not reverted to their parent cadre. While in the parent cadre viz., the ministerial staff, employees have opportunity of promotion to the scale of Rs.700-900, the shipping inspectors have no such prospects.

10.431. Having regard to the nature of duties and the scale of pay and structure of posts adopted for other non-technical inspectorial categories on the railways, posts of shipping inspectors in scales of pay of Rs.425-640 and Rs.455-700 may be merged and given the revised scale of Rs.1400-2300. Shipping inspectors in Rs.550-750 may be given the scale of Rs.1600-2660.

10.432. In order to improve the promotion prospects of the shipping inspectors, the department may provide a few posts in the scale of Rs.2000-3200.

10.433. There are about 1700 posts of pharmacists in the pay scales of Rs.330-560, Rs.425-640, Rs.455-700 and Rs.550-750. In line with our recommendations for similar posts under the Ministry of Health and Family Welfare, we recommend the pay scale of Rs.1350-2200 for posts in the scale of Rs.330-560 and the scale of Rs.1400-2600 for posts in the scales of Rs.425-640 and Rs.455-700. For the posts in the scale of Rs.550-750, we recommend pay scale of Rs.1640-2900.

10.434. There are about 145 posts of radiographers/technical assistant and X-ray technician in the scales of Rs.330-560 and Rs.425-640. In accordance with our recommendation for similar posts in the Ministry of Health and Family Welfare, we recommend that pay scales of Rs.1350-2200 for the posts in the scale of Rs.330-560 and Rs.1400-2600 for the posts in the scale of Rs.425-640.

10.435. A suggestion has been received from the Department of Railways for re-structuring group C posts in personnel department to bring it on a comparable level to that of accounts department so that qualitative improvement in the work can be achieved by a more professionalised approach. Modalities of such a change are yet to be worked out by the department. The department may take steps as considered necessary to improve the efficiency of administration.

10.436. Railways have a separate cadre of typists in pay scales ranging from Rs.260-400 and Rs.700-900. The minimum qualification for recruitment to the lowest grade of typist is matriculation with proficiency in typing at the rate of 40 words per minute. It has been suggested that the typists' cadre may be merged with the clerical cadre. This is an administrative matter and it is for the Department of Railways to take appropriate action. They may consider absorbing them in the stenographers cadre also if the typists acquire the requisite qualifications.

10.437. The security needs of the Railways are met by the Railway Protection Force (RPF) constituted under the provisions of the Railway Protection Force Act, 1957. The Force consists of 4 branches, viz., (i) executive branch; (ii) fire branch; (iii) prosecution branch and (iv) armed unit designated as *Railway Protection Special Force*.

10.438. The set-up has been re-organised vesting additional powers and responsibilities on the Force to make its functioning more effective. The amendment made by the Railway Protection Force (Amendment) Act, 1985, has increased the scope and functions of RPF and has given it the status of an armed force of the Union. The Department of Railways and associations of RPF have suggested that the pay scales of Border Security Force and Central Reserve Police Force may be made applicable to RPF.

10.439. As the RPF is now an armed force of the Union, we think that the scales of pay should correspond to those of the central police organisations (CPO). Accordingly we recommend that the existing scales of pay of the posts of assistant commandant and above may be revised as follows:-

Designation	Proposed scale Rs.
Director General (Rs.3000/- fixed)	7600/- (fixed)
Inspector General (Rs.2500-2750)	5900-6700
Deputy Inspector General (Rs.2250-2500) (Rs.2000-2250)	4500-5700
Senior Commandant (Hq.) (Rs.1500-2000)	4100-5300
Assistant Inspector General (Rs.1200-1700)	3000-4500
Commandant (Rs.1100-1600)	
Assistant Commandant (Rs.700-1300) Rs.600-1200)	2200-4000
Special pay attached to some of the posts at present will not be admissible with the proposed scales of pay. With this revision, direct recruitment to the post of assistant command should be made only through UPSC.	

10.440. The scales of pay of the posts mentioned below may be revised as follows:-

Designation	Proposed scale Rs.
Inspector grade I (Rs.700-900)	2000-3200
Inspector grade II (Rs.470-750)	1640-2900
Sub-inspector (Rs.330-560)	1400-2300
Assistant Sub-inspector (Rs.260-400)	1200-1800
Head constable (Rs.225-308)	950-1500
Naik (Rs.210-270)	950-1400
Constable (Rs.200-240)	825-1200

Special pay attached to some of the posts at present will not be admissible with the proposed scales of pay.

10.441. With the revision of scales of pay of RPF to the level of BSF/CRPF, the educational qualifications for recruitment at various levels should be revised correspondingly.

10.442. The pay scales of other posts in RPF will be the scales recommended in chapter 8.

10.443. As the pay scales of RPF are to be on par with BSF/CRPF, the night duty allowance, extra duty allowance, cash compensation in lieu of holidays/rest, etc., which are not payable to BSF/CRPF, should be discontinued.

10.444. The running staff in the Railways comprises categories of staff who are actually involved in the movement of trains/locomotives i.e. running duties. They are classified as loco and traffic running staff. Drivers, motormen, shunters, firemen, diesel assistants and assistant electrical drivers form the loco running staff. The traffic running staff consists of guards and assistant guards.

10.445. It has been represented to us by federations/unions/associations that the loco running supervisors, loco instructors, engine cleaners, station masters/assistant station masters and travelling ticket examiners should be included in the category of running staff. We have considered these requests with due regard to the criteria adopted for classification of running staff. We are unable to agree to any addition to the category of running staff.

10.446. The loco/traffic running staff have requested that they should be classified as 'intensive' as against the existing classification of 'continuous' under the Hours of Employment Regulation. This demand has already been examined and rejected by a number of committees including the Committee on Running Allowance, 1980. We are also of the view that the present classification does not call for any change.

10.447. Higher level posts in loco running categories are purely promotional. Engine cleaners with very little educational qualification form the base level. We feel that there is a case for introduction of some direct recruitment of qualified candidates with 10+2 qualification at the level of firemen A/diesel assistants/assistant electrical drivers. In case a diploma holder is appointed he may be given advance increments as suggested elsewhere. These direct recruits should be given intensive training before they are posted on the job. To begin with, the quota of direct recruitment may be 25 per cent, to be increased later depending on the experience gained.

10.448. It has come to notice that in the guards category there is no stage for selection after recruitment in the scale of Rs.330-530. The Department of Railways may examine the desirability of introducing at least one stage in the guards career where selection process may be involved.

10.449. We have received several suggestions from the federations and individual associations regarding revision of pay scales of running staff. Railways have also proposed revision of pay scales and change of designations. We have considered these suggestions and recommend that the existing scales of pay and designations should be revised as follows:-

Existing Designation	Designation suggested by Railway Board	Proposed scale of pay
1	2	3
1. Loco Running Staff		
Driver 'A' special for superfast, mail/express and passenger trains above 250 Kms. and motor men. (Rs.700-900 SG) (Rs.550-750)	Mail driver-for superfast & mail/express only.	1640-2900
Driver A - Passenger trains below 250 Kms. and Motormen. (Rs.550-700)	Passenger Driver - for all passenger trains and motormen	1600-2660
Driver B and C for goods trains (Rs.425-640) (Rs.330-560)	Goods driver - for all goods trains	1350-2200
Shunters (Rs.330-560) (Rs.290-400)	Shunters	1200-2040
Firemen A/Diesel assistant/Assistant elec. driver (Rs.290-350 with SP of Rs.15/-)	First fireman/Diesel assistant and electric assistant	950-1500
Firemen B (Shunting engines only) (Rs.260-350)		

1	2	3
Firemen C (Rs.260-350) (Rs.210-270)	Second Fireman	825-1200
2. Traffic running staff	Mail guard -	
Guard A special - for superfast, mail/ express and passenger trains above 250 kms. and EMU (Rs.455-700 SG) (Rs.425-640)	for superfast and mail/express trains only	1400-2600
Guard A - passenger trains below 250 kms. and EMU (Rs.425-600)	Passenger guard - for all passenger trains and EMUs	1350-2200
Guard B and C for goods trains (Rs.330-560) (Rs.330-530)	Goods guard - for all goods trains	1200-2040
Assistant guard brakesman (Rs.260-350 SG) (Rs.225-308)	Assistant guard/brakesman	950-1400

10.450. Power controllers, loco inspectors, fuel inspectors and loco foremen are allied categories of staff drawn from the running staff. They are mainly in 3 scales of pay viz., Rs.550-750, Rs.700-900 and Rs.840-1040. The major grievance of this category is that on promotion to these posts their emoluments are reduced. This is so because they cease to be eligible for running allowance. It has been pointed out that this has made it difficult to get experienced drivers of desired competence for these posts.

10.451. We have considered the matter and are of the opinion that pay scales of these posts should be higher than the scale of pay of drivers. It may, however, well be that the total emoluments of drivers may be more. We accordingly recommend the following scales of pay for these posts:-

Designations

Proposed scale of pay Rs.

Power controller, Traction power controller, Loco inspector/
foreman/Fuel inspector (Rs.840-1040)
(Rs.700-900) (Rs.550-750)
(Rs.425-700) (Rs.425-640)

2375-3500
2000-3200

These are deviations. To be dis-continued.

10.452. Loco instructors will get the scales as in chapter 8.

10.453. Running allowance is granted with reference to the quantum of work measured in terms of kilometres of running. It is paid in lieu of travelling allowance/daily allowance and includes an element of pay also. In addition to the running allowance, running staff are entitled to certain other allowances, like allowances in lieu of kilometrage (ALM), breach of rest allowance, outstation detention allowance, allowance in lieu of running room facilities and waiting duty allowance.

10.454. At present 30 per cent of running allowance is treated as pay for leave salary, medical assistance, educational assistance, house rent allowance, fixation of pay, entitlement of passes, privilege ticket orders, etc. For retirement benefits, 55 per cent of the allowance is treated as pay and for income-tax purpose it is 10 per cent.

10.455. The federations of railway employees have not suggested any change in the existing scheme of running allowance. Associations of loco and traffic running staff have, however, suggested that 75 per cent of running allowance should be treated as pay.

10.456. Various aspects of this allowance including its development over the years have been considered by us. It has been brought to notice that the practice of including a pay element in the running allowance acts as an incentive to the running staff and should be continued. We are inclined to agree. However, there appears to be a case for examining whether the existing system of treating varying percentages of running allowance as pay for different purposes could be rationalised.

10.457. The rates of running allowance were reviewed in 1980. Since then changes have taken place in the traction and transportation pattern, average kilometrage covered by the running staff and

their internal relativities, etc. Having regard to these and the proposed scales of pay, travelling allowance and daily allowance, it is necessary that the matter should be examined expeditiously by an expert Committee. Till then the existing rates of running allowance may continue.

10.458. Gangmen represent an important operational category peculiar to the railways. The federations and unions have highlighted problems of this category where most of the staff are in group D scales of pay.

10.459. The basic formation of a permanent way gang on the railways consists of one mate, one keyman and 10-14 gangmen, and this structure is said to be necessary. Certain percentage distribution of posts in the category of keyman and gang mate has been introduced by the railways but these are admitted by railways to be against the spirit of functional linkage between scales of pay and the hierarchical levels, which is specially required in an operating category.

10.460. In fact and in substance both of them now suggest going back to status quo ante which was disturbed by the cadre review of 1978. It is in these circumstances that we are agreeing to the proposal of the Department of Railways for merging the posts of keymen (Rs.210-270) with senior keymen (Rs.225-308) and gang mate (Rs.225-308) with senior gang mate (Rs.260-400). We accordingly recommend that keymen and senior keymen may be given the scale of pay of Rs.825-1200 and gang mate and senior gang mate the scale of pay of Rs.950-1400. Department may suitably redesignate the posts.

Department of Civil Aviation.

10.461. The Department of Civil Aviation is responsible for air traffic control and aeronautical communication services to civil air transport, formulation and enforcement of air transport regulations including safety requirements, investigation of accidents. There are about 10,500 posts under the department and its organisations.

10.462. The technical posts under the Directorate General of Civil Aviation (DGCA) are organised in different streams such as air routes and aerodrome, aeronautical communication and aeronautical inspection. Recruitment to engineering stream is through the engineering services examination conducted by UPSC. Most of the functions at present performed by DGCA have been entrusted to the National Airports Authority which has been set up under the National Airports Authority Act, 1985.

10.463. The Commission of Railway Safety which is responsible for enquiring into railway accidents in this department is under the Chief Commissioner of Railway Safety who acts as the Principal Technical Adviser to the government on adoption of various measures connected with safety of railway operations.

Department of Surface Transport

10.464. Department of Surface Transport deals with matters relating to national highways, shipping including ship building and ship repairs, ports, light houses and light ships, and inter-state transport. Some of the major organisations under the department are Inland Water Transport Directorate, Directorate General of Shipping, Directorate General of Lighthouses and Light ships, and Andaman and Lakshadweep Harbour works. Government have already decided to constitute a National Waterways Authority as a statutory corporation in place of the existing Inland Water Transport Directorate. There are about 5500 posts under the department.

10.465. Group 'A'; engineering posts in the roads wing of the department are manned by officers of Central Engineering Service (Roads) to which recruitment is made through the engineering services examination conducted by UPSC. The service has about 230 officers. The post of Director General is in the scale of Rs.3000-3500 and the two posts of additional DG are in the scale of Rs.2500-3000. For this organised service, we think it will be reasonable to prescribe the pay of Rs.7300 (fixed) for the posts of additional DG as there will be several service officers of the rank of chief engineer. It will also be desirable to encadre the posts of DG and additional DG in the service. We recommend accordingly.

10.466. There is a post of deputy development adviser (Ports) in the scale of Rs.2250-2500. We have been informed that duties of the post involve matters connected with development and planning of ports and security of various projects in the ports. The post is filled by promotion from the post of director in the scale of Rs.1500-2000. The department has recommended upgradation of this post to the level of chief engineer. We agree and recommend that the post of deputy development adviser (Ports) may be given the scale of Rs.5900-6700.

10.467. There is a post of chief engineer-cum-administrator Andaman & Lakshadweep harbour works in the scale of Rs.2000-2250. The department has stated that the duties of the post are not less than those of a chief engineer and in addition he has also to function as an administrator of the project. We recommend the scale of Rs.5900-6700 for this post.

10.468. Group 'A' posts above senior time scale in the Department of Light Houses and Light Ships are director in the scale of Rs.1300-1700, deputy director general in the scale of Rs.1500-2000 and director general in the scale of Rs.2000-2500. The appointments to these posts are made by promotion from the respective lower levels. Considering the importance of the post of director general, we accept the recommendation for its upgradation. The post may be given the scale of Rs.5900-6700. We also recommend that the post of deputy director general may be given the scale of Rs.4500-5700 and the post of director may be given the scale of Rs.3700-5000.

10.469. There are 5 posts of technician (selection grade) in the scale of Rs.455-700 which are filled by promotion from posts in the scale of Rs.425-700. We recommend that the posts of technician (selection grade) may be given the scale of Rs.1600-2660).

10.470. Posts of assistant light keeper and head light keeper employed in modern light houses are in the scales of Rs.380-560 and Rs.425-700 respectively. There is also a selection grade for the head light keeper in the scale of Rs.550-900. The posts of assistant light keeper are partly filled by direct recruitment and the essential qualification is diploma in mechanical/electrical/radio engineering with some experience. Considering this we recommend that the post of assistant light keeper in the scale of Rs.380-560 may be given the scale of Rs.1400-2300. We also recommend that the ordinary and selection grades for the head light keeper may be merged and given the scale of Rs.1640-2900.

Border Roads Organisation

10.471. The Border Roads Development Board was set up in March, 1960, for developing road systems in the border areas for economic development and to meet the defence needs for dependable roads. The Directorate General, Border Roads (DGBR) which was created in April, 1960, is responsible for giving advice on technical matters to the Border Roads Development Board. The agency to departmentally execute road construction work under DGBR is known as General Reserve Engineering Force (GREF).

10.472. GREF is a civilian construction agency and the members of the force are governed by the provisions of Central Civil Services (Classification, Control & Appeal) Rules, 1965. They are also subject to certain provisions of Army Act, 1950 and the Army Rules, 1954 and, therefore, in the matter of discipline, they are governed by the relevant provisions of the Army Act. The matter regarding applicability of the Army Act and army rules to the members of GREF, had come up before the Supreme Court recently who came to the conclusion that "*GREF is an integral part of Armed Forces for the purpose of Article 33 of the Constitution of India*". The Supreme Court in their judgment of May, 1983, also made the following observations,-

"In case it is found that the terms and conditions of service of officers and men in GREF directly recruited or taken on deputation are in any way less favourable than those of Army personnel appointed to the same equivalent posts in GREF, the Central Government might well consider the feasibility of taking steps for ensuring that the disparity, if any, between the terms and conditions of service such as salary, allowances and rations, etc. of army personnel posted in GREF Units and other officers and men of GREF, is removed".

10.473. To give effect to the directions of the Supreme Court, government issued an order on August 14, 1985, declaring GREF to be an integral part of armed forces of India. We have been informed that these orders do not imply that GREF personnel should be treated on par with the armed

forces for the purpose of pay, allowances and facilities. It has, however, been suggested that since they work under hard and difficult conditions, GREF personnel should be given suitable compensations and facilities. It has been noted that after issue of above orders, free rations have been sanctioned to GREF personnel serving in static units. In our examination of matters relating to border roads organisation, we have kept in view the above observations of the Supreme Court.

10.474. The officers in the GREF fall in the following three broad categories,-

- i) Civil & mechanical engineers
- ii) Administrative & stores officers
- iii) Medical officers

The posts of the civil & mechanical engineers are constituted in an organised group 'A' service known as Border Road Engineering Service, recruitment to which is made through Engineering Services Examination conducted by UPSC. The grade structure of the Border Road Engineering Service has been recently revised to correspond to that of other engineering services. Chief engineers grade II and grade I who were in the scales of Rs.2000-2250 and Rs.2250-2500 respectively, have been given the scales of Rs.2250-2500 and Rs.2500-2750 in October, 1984 corresponding to the senior administrative grade levels II and I in other engineering services. A selection grade in the scale of Rs.2000-2250 has also been created. We recommend the same pay scales for the Border Road Engineering Service (both for civil and mechanical), as for other engineering services.

10.475. It has been represented that under the existing manning policy in GREF a large percentage of officers are drawn from the army which adversely affects the promotion prospects of officers directly recruited to the Border Road Engineering Service. This is said to be an operational necessity. At the same time, it has been brought to our notice that due to unattractiveness of the service, a number of candidates recommended by the UPSC do not actually join the service. A cadre review was carried out recently and it is proposed to increase the percentage of posts available to GREF officers from the level of assistant executive engineer to chief engineer grade I. We are of the view that at the level of chief engineer, the number of posts available for GREF officers should not be less than 50 per cent as against 25 per cent at present, and recommend accordingly. We also recommend that the number of posts at the levels of assistant executive engineer and executive engineer should be suitably adjusted so that directly recruited officers to the Border Road Engineering Service are promoted to the senior time scale in about six years or so as in most other organised engineering services. We also suggest that the post of DGBR, may be upgraded and given the pay of Rs.7300/- (fixed). We further propose that there may be a post on pay of Rs.7300/- (fixed) which should be available to civilian officers of Border Road Engineering Service.

10.476. The Administrative & stores cadre consists of posts in the following scales of pay,-

- | | | |
|------------------------------|---|--------------|
| i) Civilian Officer Gr.III | - | Rs.650-960 |
| ii) Civilian Officer Gr.II | - | Rs.700-1300 |
| (iii) Civilian Officer Gr. I | - | Rs.1100-1600 |

There are also 6 posts in selection grade in the scale of Rs.1300-1700 for the Civilian officers grade I, which were created after the recommendations of Third Pay Commission.

10.477. It has been proposed that the Civilian officer grade III should be given the group 'B' scale of Rs.650-1200 and the posts of Civilian officer grade I (designated as staff officer in the 11 projects under the respective chief engineer) should be upgraded to the level of superintending Engineers in the scale of Rs.1500-2000. We have examined this proposal and keeping in view the existing method of recruitment to the posts of Civilian officer grade III, we do not consider that any change is necessary.

10.478. The posts of civilian officer grade I were being filled upto 40 per cent by direct recruitment through UPSC and this has resulted in large number of officers stagnating in the same scale to which they were recruited in the absence of any higher post. The selection grade of Rs.1300-1700 has not given adequate relief to the directly recruited officers as the number of posts in this grade are limited. Keeping in view the duties at the level of civilian officer grade I and also the need for removing stagnation, we recommend that the posts of civilian officer grade I in the scale of Rs.1100-

1600 may be placed in the scale of Rs.3000-4500 and those in the selection grade in the scale of Rs.3700-5000.

10.479. The posts of supervisors (non-tech) grades I and II are in the same pay scale of Rs.330-480. The grade I posts are filled upto 40 per cent from amongst graduates possessing NCC 'C' certificate and the remaining posts are filled either from supervisors grade II or by deputation. Since the post of supervisor grade I is a promotional post for supervisor grade II, we recommend that the post of supervisor grade I may be in the scale of Rs.1320-2040 and supervisor grade II may be in the scale of Rs.1200-1800.

10.480. The posts of supervisor (Stores) grade I and supervisor (Stores) grade II are in the pay scales of Rs.470-750 and Rs.330-560, respectively. These scales are similar to the scales applicable to barrack & stores cadre in the MES. As suggested for MES, we recommend that the posts of supervisor (Stores) grade I may be in the scale of Rs.1400-2600. Government may, however, examine whether the nature of duties in GREF justify two separate levels in the existing scales of Rs.425-700 and Rs.550-750 or the posts at this level should conform to the general pattern in other organisations under Ministry of Defence.

10.481. The group 'C' engineering posts in GREF are in the following scales,-

Designation	Pay scale	Designation	Pay scale
Superintendent Barracks and roads grade I	Rs.550-750	Superintendent electrical & mechanical grade I	Rs.550-750
Superintendent barracks & roads grade II	Rs.425-700	Superintendent electrical & mechanical grade II	Rs.425-700

10.482. The qualifications for recruitment as well as duties and responsibilities of these posts compare with similar posts in other organisations like junior engineer in CPWD, B & R Cadre in MES and inspector of works cadre in Railways. The posts in the scale of Rs.425-700 in other departments are eligible for promotion to posts/selection grade in the scale of Rs.550-900, but in the case of GREF the posts of superintendent B&R grade I and E&M grade-I have been placed in the scale of Rs.550-750. We recommend that these posts in the scale of Rs.550-750 may be placed in the scale of Rs.1640-2900 to bring uniformity at this level in various organisations.

10.483. There are 218 posts of road roller drivers in the scale of Rs.210-290. These posts are filled by promotion upto 80 per cent from pioneers (Rs.196-232) with 5 years service and mates (Rs.200-250) with 3 years service, subject to passing of trade test, and 20 per cent of the posts are filled by promotion of drillers (Rs.210-270) with 3 years service. The qualifications for direct recruitment are middle pass with a civil driving licence for medium vehicles. We find that the road roller drivers in CPWD and MES are in higher scales of pay. Taking into account the duties, method of recruitment, etc., of the road roller drivers in GREF, we recommend that the road roller drivers in the scale of Rs.210-290 may be given the scale of Rs.950-1500. We also recommend the same scale of pay for operators excavating machinery who are in the existing scale of Rs.260-350.

10.484. The pioneers constitute about 50 per cent of the GREF strength. These posts are in the scale of Rs.196-232 and are classified as group 'D'. The pioneers are recruited directly with minimum qualification of 5th standard. Having regard to the fact that the GREF has been declared an integral part of the armed forces, we have examined the relativity between the pay scales of pioneers in GREF and other construction workers like gangman in Railways. We have also kept in view the difficult conditions under which the pioneers have to perform their duties of road construction and have come to the conclusion that the pay scale of pioneers needs improvement. We accordingly, recommend that the pioneers now in the scale of Rs.196-232 may be placed in the scale of Rs.775-1025.

10.485. We have examined in detail entitlements of the GREF personnel for various allowances and facilities. As regards rations/ration allowance, government may periodically examine the adequacy or otherwise of the scales of rations and ration allowance keeping in view the functional and operational requirements. As for outfit allowance, both initial and renewal, and also the kit maintenance allowance, we are of the view that GREF should draw these allowances at the same rates

as applicable to the members of other central police organisations like BSF. Such of the allowances and facilities which are admissible to GREF personnel at the rates applicable to other civilians, may continue to be paid on the same basis.

10.486. There is a system of grant of special compensatory allowances to GREF personnel posted in difficult areas since 1961. The allowance is admissible at a uniform rate in the specified areas all over the country. The existing rates are indicated below,-

Category of Officer	Rate	Minimum	Maximum
Group 'A'	25% of pay	Rs.250/-	Rs.400/-
Group 'B'	25% of pay	Rs.200/-	Rs.250/-
Group 'C'	30% in certain areas and 35% in other areas	Rs. 75/-	Rs.200/-
Group 'D'	30% in certain areas and 35% in other areas	Rs. 50/-	Rs.200/-

10.487. It has been brought to notice that in certain areas where the civilian government employees have been sanctioned special compensatory allowance, the same has not been extended to GREF personnel. It has therefore been suggested that -(i) In those areas where GREF personnel are not entitled to special compensatory allowance but the civilian employees are getting it, GREF personnel should also be given the special compensatory allowance on the same basis as civilian employees.

(ii) In those areas where GREF personnel have been drawing special compensatory allowance at the rates specified above, the rates may be revised as follows,-

Category	Proposed percentage of allowance	Minimum	Maximum
Group 'A'	33-1/3	Rs.1500/-	Rs.2500/-
Group 'B'	33-1/3	Rs.1200/-	Rs.1500/-
Group 'C'	40 in certain areas and 50 in other areas	Rs.550/-	Rs.1200/-
Group 'D'	40 in certain areas and 50 in other areas	Rs.500/-	Rs.700/-

10.488. The special compensatory allowances are sanctioned to compensate for the rigours of life in difficult areas. The entitlement of GREF personnel for such allowances should be the same as for civilian government employees. We accordingly recommend that in all such areas where civilian central government employees are drawing special compensatory allowance, for which revised rates have been recommended by us in chapter 17, the allowance may be extended to GREF personnel on the same rates, terms and conditions.

10.489. GREF personnel are drawing special compensatory allowance in some areas where other civilian government employees do not get such allowance. We recommend that these areas should be included in the list of areas for grant of special compensatory allowance so that civilian employees as well as GREF personnel draw the allowance on uniform basis.

10.490. The special compensatory allowance admissible to GREF personnel has not been extended to pioneers and allied categories who constitute bulk of the force. There is no justification for their exclusion as they work in the same difficult conditions as other members of GREF. We accordingly recommend that pioneers and allied categories in GREF may also be allowed special compensatory allowance on the same basis as other central government civilian employees.

10.491. Director General Border Roads has stated that there is no extra compensation available to GREF personnel for the peculiar conditions of work and has suggested that a special allowance to all GREF personnel known as "GREF Service Pay" may be granted. In our view there is no justification for sanction of GREF pay since compensation for difficult working conditions is already granted in the form of free rations, special compensatory allowance, etc.

XXIII. Ministry of Urban Development

10.492. The Ministry of Urban Development has two main functions. It is responsible for the construction and maintenance of all buildings of the central government excluding those under the ministries of Defence and Communications and the Department of Railways. It also looks after the

management of central government lands. The other function is broad formulation of policy and programmes in the areas of housing, urban development and water supply.

10.493. There are nine attached and subordinate offices of the ministry and these along with the ministry have about 46000 posts.

10.494. The ministry is the cadre controlling authority for the Central Engineering Service (CES) which has a strength of about 570 officers.

Keeping in view the organisation and cadre structure of the CES we recommend that the post of Director General (Works) which is at present in the pay scale of Rs.3000–3500 may be given the pay of Rs.8000/- (fixed). There are two posts of Additional Director General (Works) in the scale of Rs.2500-2750 with special pay of Rs.250/- per month. We recommend the pay of Rs.7300/- (fixed) for these two posts, without special pay.

10.495. It has been represented that the pay scales of lift operators in central public works department is low and should be revised. It has also been pointed out that there is no promotion opportunity for them. The matter has been under consideration of government, for some time. The Ministry of Urban Development has suggested that expensive high speed lifts of 1.5 metres/second require greater skill in operation and the pay scale of Rs.260-400 may be given to operators of such lifts. We agree with the suggestion and recommend that lift operators may be classified by the ministry into grade-I and grade-II on the basis of a suitable criteria and given the pay scales of Rs.950–1500 and Rs.800–1150 respectively.

10.496. There are a large number of employees kept on work charged establishment in Central Public Works Department, Railways, Posts and Telecommunication Departments and some other organisations covering several categories of employees industrial as well as non-industrial. The pay scales of posts under work charged establishments generally correspond to posts in ministries/departments. The work charged staff may be given appropriate scales of pay recommended by us in chapter 8 and other chapters relating to ministries and workshop staff.

XXIV. Ministry of Water Resources

10.497. The Ministry of Water Resources is responsible for the policies and programmes for the development and regulation of country's water resources, both surface and ground. The total number of posts under the ministry is about 16,500. The Central Water Commission has a Chairman and five members.

10.498. The Central Water Engineering Service (CWES) is under the ministry and has about 780 officers.

10.499. It has been represented by the central water and power engineering services (group A) association that the prospects of promotion in the services are poor with the result that there have been a large number of resignations. The department may examine the number of posts at different levels in the service so as to make it comparable with other engineering services.

10.500. It has been represented that the grade structure of scientific and technical officers in Central Ground Water Board (CGWB) should be comparable with that of the Geological Survey of India of which they were a part earlier. We have been informed that CGWB has since been declared a scientific organisation and proposals for reorganisation of the Board and review of the officers cadre at different levels are under the consideration of government. We suggest that the recommendations made by us for posts in Geological Survey of India may be kept in view while doing so.

XXV. Ministry of Welfare

10.501. The Ministry of Welfare is concerned with matters relating to general social welfare, child welfare and welfare of scheduled castes, scheduled tribes and backward classes. There are four subordinate offices under the ministry namely: National Institute of Social Defence, Model School for Mentally Deficient Children, Training Centre for Adult Deaf, and School for Partially Deaf Children. The total number of posts in the ministry and its subordinate offices is about 530.

10.502. The ministry has suggested upgradation of the post of director, Training Centre for Audit Deaf, Hyderabad from Rs.900–1400 to Rs.1100–1600 to bring it on par with the principals of similar

institutes under the ministry as their recruitment qualifications, duties and responsibilities are comparable. We agree and recommend that the director, Training Centre for Adult Deaf, Hyderabad, may be given the scale of Rs.3000-4500.

XXVI. Department of Atomic Energy

10.503. The Department of Atomic Energy is responsible for development of atomic energy for peaceful purposes. The secretary of the department is also the chairman of the Atomic Energy Commission. The department has 16 units under it. The staff is broadly divided into three categories namely, scientific/technical, administrative and auxiliary.

10.504. The department has adopted a system of fast track pay scales for scientists at three levels, viz., scientific officer 'C' (Rs.750-50-1000), scientific officer 'D' (Rs.1100-70-1450) and scientific officer 'E' (Rs.1500-80-1900). These were introduced to give encouragement to scientists showing outstanding abilities for research and leadership. The Bhabha atomic research centre officers association has represented that the fast track scales should be discontinued as they no longer serve any purpose. The department is, however, in favour of continuing the system as it provides encouragement and motivation to young scientists. This may be continued. The scientific/technical staff have also a merit promotion scheme based on periodical review of performance. We have been informed that the scheme is working satisfactorily.

10.505. The atomic energy workers and staff union has asked for grant of radiation allowance as a compensation for exposure to radiation risks. We have been informed that adequate monitoring is being done by the department to ensure that the exposure does not go beyond Permissible international standards. There is therefore no justification for the grant of any special allowance on this account.

XXVII. Department of Electronics

10.506. The Department of Electronics deals with the promotion and development of technology in the field of electronics and formulates policies for the rapid, balanced and integrated growth of electronics on a self-reliant basis. It is treated as a scientific department and has about 1800 posts. The scientific and technical posts in the department and organisations under it have the standard pattern of pay scales applicable to other scientific ministries and departments.

10.507. There is one post of economic adviser in the scale of Rs.2250-2750. Duties involve economic appraisal of projects, planning activities and formulation of financial policies for the industry. The pay scale of Rs.2250-2750 is generally applicable to scientific posts. Considering the nature of duties and responsibilities of the post of economic adviser we recommend that it may be given the scale of Rs.5900-6700.

XXVIII. Department of Space

10.508. The Department of Space which was established in 1972 as a scientific organisation, is responsible for all matters relating to space science and technology and its application. The department is assisted in its task by the Indian space research organisation (ISRO) with a number of units at different places. There are about 15,200 posts under the department.

10.509. The posts in the department of space and ISRO are organised into scientific, technical and administrative streams. All the scientific and technical staff are governed by a merit promotion scheme based on periodical performance review. We have been told that the scheme has been operating satisfactorily. The scales of pay of posts in the department conform to the general pattern of pay scales discussed in chapter 8. Our recommendations regarding proposed scales of pay will apply to these posts.

10.510. The pay of the post of Secretary, department of space is Rs.3500 (fixed). The Secretary is also chairman of the space commission. It has been suggested that the post of Chairman, space commission, should be on par with the post of Chairman, atomic energy commission, which is on pay of Rs.4000/- (fixed). It has also been pointed out that pay of Rs.4000/- (fixed) was given on a personal basis to the previous incumbent of the post of Chairman, space commission. Government may consider whether, having regard to the duties and responsibilities, the two posts should be on par.

XXIX. Cabinet Secretariat

10.511. The Cabinet Secretariat has three wings with a total of about 500 posts. All these are generally manned by officers from organised services. The Cabinet Secretary ranks highest amongst officers of the central government. He has a very important role as coordinator at the inter-ministerial level. In view of the importance of the duties and responsibilities of the post, we recommend the pay of Rs.9000/- (fixed) for it.

XXX. President's Secretariat

10.512. The President's Secretariat is headed by the Secretary to the President. There are about 330 posts in the secretariat. The pay scale of the telephone operator in Rashtrapati Bhavan is Rs.260-400 with a selection grade of Rs.330-480. Considering the importance of the work and the high degree of efficiency required we recommend the scale of Rs.975-1660 for the posts of telephone operators. There will be no post in the selection grade. The post of officer-in-charge, Rashtrapati Bhavan exchange which is in the scale of Rs.425-640 may be given the scale of Rs.1600-2660. Chaudharies, carpenters and machine operators in the pay scale of Rs.260-350 may be given the scale of Rs.950-1500 as in the Central Public Works Department.

XXXI. Other Ministries, Departments and Organisations

10.513. In the ministries, departments and organisations mentioned hereafter, all existing posts are covered by the scales of pay discussed in chapter 8. Our recommendations regarding proposed scales given in chapter 8 will apply to all these posts.

Ministry of Parliamentary Affairs
Ministry of Petroleum and Natural Gas
Ministry of Programme Implementation
Ministry of Tourism
Department of Ocean Development
Vice President's Secretariat
Prime Minister's Office
Union Public Service Commission
Central Vigilance Commission

XXXII. Indian Audit and Accounts Department

10.514. The Indian Audit and Accounts Department (IAAD), which functions directly under the Comptroller and Auditor General of India (C&AG), is concerned with accounting (including accounting and authorisation of entitlements of government employees) and audit functions of the Union and State Governments. The Department has, however, been giving up accounting functions over the years. The process started with the transfer of accounts of the railways, defence services, postal and telecommunication services to the concerned departments. With the amendment to the comptroller and Auditor General's Act in 1976, the process was completed in respect of Union transactions as the accounting work relating to various central government departments was taken over by the concerned departments. The accounting functions (including entitlement functions i.e., provident fund, gazetted audit department and pension claims) are, however, still being performed by IAAD in 27 states and Union Territories.

10.515. The group A posts in IAAD are manned by officers of the Indian Audit and Accounts Service (IA & AS) which has a cadre strength of about 830 officers. The pay scales applicable to IA & AS are similar to those in other group 'A' central services. Recently a cadre review of the service was conducted which resulted in the following changes at senior levels, -

- (i) The post of Chairman, Audit Board and ex-officio additional deputy comptroller and auditor general (Commercial) which was earlier in the pay scale of Rs.2500-3000 was upgraded to that of Deputy Comptroller and Auditor General of India (Commercial)-cum-Chairman, Audit Board on pay of Rs.3250/- (fixed).
- (ii) Three posts of additional deputy comptrollers and auditor general, which were in the pay scale of Rs.2500-3000 were allowed in addition a special pay of Rs.250/- per month.

- (iii) Eight posts of senior administrative grade Level I (Rs.2500-2750) were designated as principal accountant general/principal director of audit and given a special pay of Rs.250/- per month.

10.516. The association representing IA & AS officers has suggested that the post of deputy C & AG should be upgraded to the level of Secretary to government and the posts of accountant general should also be upgraded as they have to deal with senior officers under the state governments. C & AG has also pointed out that the accountants general in the states represent the C & AG of India and discharge all the functions on his behalf under his overall guidance and it is necessary that they are given adequate status in terms of pay and there should be only one level of posts for them corresponding to Rs.2500-2750. It has also been suggested that the principal accountant general who will be in overall charge of auditing and accounting in the state may be given pay of Rs.3000/- (fixed). For the post of deputy C & AG which is the highest cadre post for the members of the service, C & AG has recommended the pay admissible to Secretary to Government of India.

10.517. We have considered the suggestions of C & AG and recommend the following scales of pay for the higher posts in the service,--

Designation of post	No. of posts	Proposed Pay scale Rs.
Principal Accountant General/Principal Director of Audit	8	7300 (fixed) (without special pay)
Additional deputy Comptroller and Auditor General	3]	7600 (fixed) (without special pay)
Dy. Comptroller and Auditor General	1]	
(Commercial)-cum-Chairman, Audit Board	1]	
Deputy comptroller and auditor general	1	8000 (fixed)

10.518. The Third Pay Commission recommended common scales of pay for various categories of posts in the IAAD without distinction between accounting and audit work. However, with effect from March 1, 1984, there has been a restructuring of IAAD into two separate cadres - audit cadre and accounts and establishment cadre. This was done because the duties and responsibilities of the staff engaged on statutory were considered more important. While the staff in the audit wing has been given higher pay scales, the remaining staff on the accounts side continue to be on the same pay scales as were applicable prior to separation of cadres. The number of posts which after restructuring of the two cadres have been transferred to the audit and accounts wings together with their designations and pay scales are indicated in the table below:--

Table

Audit side

Designation	Pay scales	No. of posts
Audit officer	Rs.840-1200 plus Rs.100 ad hoc special allowance	2901
Asstt. audit officer	Rs.650-1040	6546
Section Officer (Audit)	Rs.500-900	1724
Senior auditor	Rs.425-800	13374
Junior auditor	Rs.330-560	3344

Accounts side

Accounts Officer	Rs.840-1200	461
Selection Grade Section Officer (Accounts)	Rs.775-1000	167
Section officer (Accounts)	Rs.500-900	1751
Senior accountant	Rs.425-700	1802
Accountant	Rs.330-560	9921

The posts of junior auditor are filled to the extent of 25 per cent by promotion from LDCs and the balance 75 per cent through competitive examination held by the Staff Selection Commission. Post of senior auditor are filled by promotion from junior auditors with 3 years service who have passed the departmental examination for auditors. Posts of accountant are filled to the extent of 50 per cent by promotion of LDCs with service of 5 years or more and the balance through a departmental examination of LDCs with 3 years' service. It has been stated that consequent upon restructuring, the posts and personnel in the audit and accounts sides are distinct and separate and are no longer interchangeable.

10.519. In the combined cadre of IAAD there were three levels of posts i.e. accounts officer (Rs.840-1200), section officer (Rs.500-900) with a selection grade of Rs.775-1000, and UDC (Rs.330-560) with a selection grade Rs.425-700. In the revised set up, about 86 per cent of the posts of accounts officer, 81 per cent of section officer and 59 per cent of the UDC have been taken to the Audit Wing. All posts of accounts officer in that wing (redesignated as Audit Officer) have been given an ad hoc special allowance of Rs.100/- in addition to the pay scale of Rs.840-1200. However, the grades of section officer and UDC have further been divided into two grades each with 80 per cent of posts in the higher grade and 20 per cent in the lower grade. These are assistant audit officer (Rs.650-1040)/section officer (Rs.500-900) and senior auditor (Rs.425-800)/junior auditor (Rs.330-560).

10.520. The existing pay scales of posts in IAAD, both in the audit and accounts wings conform to the pay scales discussed in chapter 8. The scales of pay recommended there will apply to these posts except in the case of senior accountant (Rs.425-700) on the accounts side, which may be given the scale of Rs.1400-2600. Audit officers have been allowed a special ad hoc allowance of Rs.100/- per month by government in September, 1985 pending our report. We do not find adequate justification for continuance of this allowance with the revised scales of pay recommended by us.

10.521. Divisional accountants perform accounting duties in the public works and other similar departments of state governments. While in 13 states the cadre is controlled by the accountants general, in the remaining states they are entirely under the administrative control of the state governments concerned. The existing pay scales of divisional accountants which are based on Third Pay Commission's recommendations are divisional accountant – ordinary grade (Rs.425-750) and divisional accountant – selection grade (Rs.550-800).

10.522. The associations of divisional accountants have urged that their cadres in all states and central ministries should be taken over by the IAAD and they should be given not only the central scales of pay but all other allowances and benefits at central rates. They have also requested that the divisional accountants should be provided adequate promotional avenues. They have asked for a three tier pay structure beginning with group B gazetted level and ending at senior group 'A' level.

10.523. It has been pointed out by C & AG that for historical and traditional reasons the cadre is controlled by IAAD in some of the states. It has been stated that on the basis of their duties and functions, divisional accountants should be considered as discharging functions relating to the accounts of public work and other similar departments of the state government for and on behalf of the state administration. Their duties do not flow from any of the constitutional functions devolving on the C & AG. It has also been pointed out that it has not been possible to provide promotional avenues to the divisional accountants in accountant general's offices because of its adverse impact on the career prospects of the staff in these offices. C & AG's view is that divisional accountants should be provided promotional avenues for appointment to suitable posts in the state accounts service, wherever they exist or they could be considered for appointment against suitable higher level finance and accounts posts in the offices of superintending engineers and chief engineers.

10.524. The basic fact, however, remains that divisional accountants are recruited by the Government of India and are its employees. It is, therefore, appropriate that government should provide for their career progression in service. We suggest that the number of posts in the higher grade may be raised to 50 per cent of the total strength of divisional accountants. The existing selection grade may be treated as a higher promotional grade and given the scale of Rs.1640-2900. They should also be provided promotional avenues in the offices of accountants general to posts of accounts officers in the scale of Rs.2375-3500.

CHAPTER 11

OTHER CATEGORIES OF STAFF

I. Engineering Staff

11.1 There are about 13,600 group B gazetted engineering posts of which the majority is in the scale of Rs.650-1200. The scales of pay recommended by us in chapter 8 will be applicable to these posts.

11.2 Group B gazetted engineering officers mostly assist the group A officers. The main demand of associations of group B gazetted engineering officers has been for the merger of group B posts with group A. The railway association has specifically represented that group B and junior scale group A officers perform the same duties with similar responsibilities and therefore these two scales should be merged on the principle of equal pay for equal work. We have carefully considered the matter. We note that this matter was also considered by the Third Pay Commission who did not find any justification for such a merger. In our existing scheme, group B posts mainly serve as promotional avenues for group C posts and only insignificant percentage of direct recruitment to group B posts takes place. We would not like to change the existing structure as it has withstood the test of time. We feel that the classification of group B and junior scale (group A) is justified and it is not repugnant to any particular principle.

11.3 The group B officers federation from the railways represented that while a percentage of posts (40 per cent) is reserved for promotion of group B officers to junior scale group A posts, no such percentage is fixed in the higher posts and group B officers cannot rise to higher levels. They have, therefore, suggested that a percentage of posts should be earmarked for promotee officers for promotion to higher level posts, viz., junior administrative grade and above. We have carefully considered the matter. Group B promotee officers on promotion to group A posts/services are merged in the common pool of group A officers and are eligible for further promotion along with group A officers on the basis of their length of service in group A and merit, on par with directly recruited group A officers. We therefore find no justification for earmarking a percentage of higher posts for promotee officers.

11.4. The total number of non-gazetted engineering posts coming under common categories, including those of draftsman and ferro printer, is a little over 1 lakh as on January 1, 1984. This, however, does not include the workshop supervisory staff. The number of posts has increased by 66 per cent since the report of the Third Pay Commission. Annexe 11.1 gives the departmentwise distribution of these posts in dominant scales of pay.

11.5. As is seen from annexe 11.1 approximately 51 per cent of the posts are in the scale of Rs.425-700, the bulk of which is concentrated in P & T. About 28 per cent of posts are in the scale of Rs.330-560, Rs.550-750 and Rs.550-900. The remaining 21 per cent are distributed in 27 scales of pay. A variety of designations such as engineers, overseers, supervisors, technical assistants, engineering assistants, inspectors, have been used for the same scale of pay. The posts in the scale of Rs.425-700 are filled by direct recruitment and promotion from lower categories and the qualification for direct recruitment varies from diploma in engineering to degree in engineering or B.Sc. first class.

11.6. We find that for posts in the same scale of pay, some departments/ministries and in some cases, some departments in the same ministry, have prescribed different qualifications for recruitment with the result that there is no uniformity. For instance, for recruitment in the following scales of pay various departments/ministries have prescribed the following qualifications,—

Scale Rs.	Engineering Degree qualification	Diploma in Engineering qualification
700-900	Railways	Mines
550-900	Water Resources, Rural Development, Communications, P&T, Defence, Economic Affairs, Urban Development, etc.	Mines, Science & Technology
550-750	Mines, Industrial Development, Defence, Power, Railways.	Mines, Defence, Agriculture, Surface Transport
425-700	Water Resources, P&T, Surface Transport, Industrial Development, Urban Development.	Water Resources, P&T, Surface Transport, Communications, Defence, Information & Broadcasting, Railways, etc.
425-640	Economic Affairs	Mines.

11.7 The junior engineers associations in the CPWD and elsewhere have represented that the draftsmen grade I in scale of Rs.425-700 had been traditionally equated to junior engineers in the scale of Rs.425-700. Subsequently, after Third Pay Commission, the scale of pay of draftsmen grade I was revised from Rs.425-700 to Rs.550-50 on the basis of an award of the Board of Arbitration and the traditional relativity is said to have been lost. It has been urged that the pay scales of junior engineers should therefore be raised to Rs.550-750. The Ministry of Urban Development suggested, on the basis of the recommendation of an expert body appointed by it, bifurcation of the cadre of junior engineers into two segments with 50 per cent in the scale of Rs.425-700 and the other 50 per cent in the scale of Rs.550-900. It was indicated that while direct recruitment in the scale of Rs.425-700 could continue to be from diploma holders, recruitment to 25 per cent posts in the scale of Rs.550-900 could be made from graduate engineers in order to encourage them to come forward for direct recruitment and continue in service. Representations were also received from graduate junior engineers for a better pay scale on the ground that while they were initially recruited, there was a provision for advance increments in their recruitment rules which was subsequently done away with. There is, however, strong opposition to giving them a better scale from other junior engineers who are predominantly diploma holders.

11.8 The P&T Department have also suggested an upward revision of pay scale of junior engineers from Rs.425-700 to Rs.550-900 in view of the fact that the recruitment qualifications have been changed from diploma in engineering to first class B.Sc. with physics and mathematics with 60 per cent marks, or an engineering degree.

11.9. We have considered the matter. We feel that these suggestions actually relate to job evaluation to determine relative worth of charge of different posts. It is not possible for us to undertake this work. At a certain point of time a post in an establishment may have equation to a post in another establishment, but due to changes brought about by modernisation, change in the pattern of work, etc. it may have been necessary to regard the post and the question of maintaining parity may not really arise. We therefore do not agree that the parties wherever they are said to be, should always be maintained. It may be mentioned that the scales of pay of different levels of draftsmen were revised upwards on the basis of an Arbitration award to remove certain grievances arising out of implementation of Third Pay Commission's recommendations. Revision of pay scales of draftsmen does not therefore entitle the junior engineers to ask for similar benefits.

11.10 We find that as against 6409 and 21699 junior engineers posts in the Urban development and P&T respectively, there are only 820 and 3607 posts of selection grade of junior engineers (Rs.550-900) respectively constituting 12 per cent and 16 per cent posts in the upper level. There are no other posts in between or at higher levels to which junior engineers can go up except the gazetted posts of assistant engineers. Having regard to the existing promotion prospects and duties and responsibilities of junior engineers, we would suggest that the existing selection grade should be abolished and made a promotional grade for junior engineers. Posts in this grade may be suitably redesignated. The number of posts at the two levels may be as recommended by the Department.

11.11. The Third Pay Commission had envisaged direct recruitment of draftsmen against the 5 standard scales recommended by it indicating against each scale the qualifications for direct recruitment varying from matriculation plus one year's experience at the bottom level to degree in engineering with experience for the higher grades. The Commission, however, did not lay down any percentage for direct recruitment. At present there is no uniform policy regarding direct recruitment and promotion of draftsmen at different levels in various ministries/departments.

11.12. Majority of the draftsmen are distributed in the 5 standard scales recommended by the Third Pay Commission as indicated below,—

	<i>No. of staff</i>
i) Rs.700-900	1219
ii) Rs.550-750	2803
iii) Rs.425-700	5222
iv) Rs.330-560	7224
v) Rs.260-430	3953
	20421

11.13. In March 1984, government issued orders for revision of pay scales of draftsmen in all government of India offices on the basis of an award given by the Board of Arbitration in respect of draftsmen of central Public Works Departments. As per these orders, the draftsmen were to be placed in the following three scales in all government offices provided the recruitment qualifications were similar to those prescribed for draftsmen of CPWD,—

i) draftsman, grade I	Rs.550-750
ii) draftsman, grade II	Rs.425-700
iii) draftsman, grade III	Rs.330-560

In addition, there are posts of draftsmen in the higher scales of Rs.700-900 in some departments and the pay scale of Rs.840-1040 is applicable to a few posts in railway production units only. The Board of Arbitration has also given an award in August, 1985 for grant of pay scale of Rs.840-1040 to draftsmen working in the Research and Development Organisation and the Directorate General of Inspection under Ministry of defence. The demand for introduction of the same scale of pay in respect of draftsmen working in other organisations of the Ministry of Defence has been rejected by the Board. The award of the Board of Arbitration is under consideration.

11.14. Apart from the above scales of pay, the remaining posts of draftsmen are distributed in other scales of pay also and the instructions issued by government in March, 1984 do not cover them.

11.15. After taking into consideration all the relevant factors and the revisions of pay scales of draftsmen which would have been carried out in different ministries/departments in pursuance of government orders of March 1984, we recommend that draftsmen in the existing scale of Rs.330-560, Rs.425-700, Rs. 550-750 and Rs.700-900 may be given the appropriate replacement scales proposed in chapter 8. The few posts of draftsmen in the scale of Rs.840-1040 and all posts on other scales of pay may be similarly placed in the scales proposed in chapter 8. Draftsmen who are not at present in the above scales of pay may be given the revised scales suggested in chapter 8 in the first instance and then refitted by the ministries and departments into one of the four appropriate scales given above.

11.16. At present there are about 1500 posts of ferro printers spread over 20 ministries/departments in 10 scales of pay. The Third Pay Commission had recommended the following five scales of pay for this category,—

Rs.185-220	(modified Rs.196-232)
Rs.200-280	(modified Rs.210-290)
Rs.225-308	
Rs.260-430	
Rs.330-480	

Most of the employees are in the Ministry of Defence and Department of Railways.

11.17. In chapter 8 we have broadbanded several scales and proposed new scales. The new scales indicated there may be adopted for this category of employees also. In future the cadre structure for this category should be so regulated that employees belonging to this category are fitted into the following scales of pay,—

i) Rs.750-940	— By transfer
ii) Rs.800-1150	- 50 per cent by promotion. 50 per cent with qualifications as semi-skilled ITI qualified.
iii) Rs.825-1200	— By promotion.
iv) Rs.975-1540	— By promotion.

II. Workshop staff

11.18. We are required to deal both with the industrial and non-industrial categories of staff. At present, about 8.38 lakh industrial staff are working in ordnance factories, production units, workshops, wagon carriage depots, loco running sheds, etc. Those working in these establishments are generally referred to as workshop staff or artisan staff. In addition there are about 60,000 supervisory posts in the industrial category. The workshop staff, who account for about 22 per cent of

the central government employees, are at present distributed in 20 different scales of pay ranging from Rs.196-232 to Rs.425-640. Eleven of those scales cover about 8.3 lakh employees and the remaining 9 scales account for about 8,000 employees. The main 11 scales of pay and the number of employees are given in table I.

Table I

Existing Scale	Number of employees			
	Railways	Defence	P & T	Others
196 - 232	86,417	1,09,763	1,634	6,506
200 - 240	--	1,784	--	587
210 - 270	--	2,288	--	324
210 - 290	96,804	59,997	2,194	5,192
225 - 308	--	1,778	--	2,774
260 - 350	--	5,818	258	8,663
260 - 400	1,70,578	1,13,584	2,285	5,611
320 - 400	--	386	--	4,712
330 - 480	56,681	17,303	221	5,068
380 - 560	45,571	13,880	182	3,598
425 - 640	--	575	--	706
TOTAL :	4,56,051	3,27,156	6,774	43,741

GRAND TOTAL : 8,33,722

11.19 We have received several suggestions from federations/associations of workshop employees regarding reduction in the number of scales of pay and their improvement. It has also been represented that as all jobs in workshops need a certain minimum amount of skill, the present system of employing workers at the unskilled level is not justified and that the lowest scale of pay to workshop staff should be that of a semi-skilled worker. The suggestion requires creation of a category of basic trademen in workshops replacing the unskilled and semi-skilled employees. Having regard to the need for skill formation and work requirement in different departmental production units and ordnance factories, we do not think it is possible to dispense with recruitment at the unskilled level. It will take some time for an unskilled worker to acquire some skill before he could be considered as semi-skilled. No change is therefore called for in this respect. The well established system of categorisation of workshop staff into unskilled, semi-skilled, skilled, highly skilled and master craftsmen, may continue. Merger of the two highly skilled grades, which has been suggested, is not justified having regard to work requirements and may also adversely affect the promotion prospects of workshop staff at the skilled level. We are therefore unable to accept the suggestion.

11.20. The scale of Rs.225-308 was suggested as an interim arrangement by the Third Pay Commission for the then existing scales of Rs.100-130 and Rs.100-142 pending re-classification of the posts into semi-skilled or skilled. But posts in this scale are still continuing. We recommend that different ministries/departments should review the posts and suitably re-classify them at the appropriate level and adopt one of the standard scales for the workshop staff. Pending such review, the posts in the existing pay scale of Rs.225-308 should be given the revised scale of pay recommended by us.

11.21. At the skilled level, there are three scales of pay, Rs.260-350, Rs.320-400 and Rs.260-400. While some organisations have skilled workers in the scales of pay of Rs.260-350 and Rs.320-400, others have adopted the pay scale of Rs.260-400. It will be desirable to have uniformity at this level of posts in different organisations and we therefore recommend that posts in the pay scales of Rs.260-350, Rs.260-400 and Rs.320-400 may be placed in the pay scale of Rs.950-1500.

11.22. In railways, the workshop staff of different categories have been distributed at different levels of posts on a percentage basis. This is said to have been done on a functional basis and has

brought about a reasonable degree of career progression for the employees. The system has been adopted in defence production units/establishments to some extent. In the course of evidence, as also during our visits to defence establishments, associations of employees represented that higher pre-determined percentages of posts at different levels, and higher pay scales for same level of posts in the railways, have created wide differentials in the emoluments of comparable posts in the defence and railway units. The Third Pay commission had suggested eventual fitment of different categories into the revised scales on the basis of the recommendations of expert bodies after cautious adoption of job evaluation techniques over a limited sphere – particularly for industrial and fairly standard jobs. We were informed that implementation of this scheme has not given much satisfaction. Since the distribution of posts in different organisations is made on the basis of work requirement and after a review of the work content, etc., it may neither be possible nor desirable to prescribe a uniform structure to be followed by all departments. That will have to be done after a careful examination of all relevant aspects by the ministries/departments concerned. We however strongly emphasise the need for having a central coordinating machinery in the Ministry of Finance so that a uniform approach may be adopted by different ministries/departments while refitting the workshop employees into the different scales of pay suggested by us hereafter.

11.23. Requests have been made for creation of posts in the grade of master craftsman to enable skilled artisans to continue to work in their line without having to become supervisors. Some associations have requested for equating the scale of master craftsman (Rs.425-640) with that of chageman (Rs.425-700). The scale of master craftsman is the terminal grade for workman. The normal channel of promotion of highly skilled grade I staff is either to the supervisory grade of Rs.425-700 or to the master craftsman scale of Rs.425-640. The lower maximum in the scale of master craftsman acts as a disincentive for the skilled worker to continue as master craftsman and he looks forward to his appointment as supervisor. We therefore recommend that the scale of master craftsman may be revised to Rs.1400-2300.

11.24. After considering all relevant aspects of the matter we recommend that the pay scales for workshop staff should be as follows:-

Category of post	Proposed scale of pay (Rs.)
Unskilled (Rs.196-232)	750-940
Semi-skilled (Rs.210-270) (Rs.210-290)	800-1150
Skilled (Rs.260-350) (Rs.260-400) (Rs.320-400)	950-1500
Highly Skilled Grade II (Rs.330-480)	1200-1800
Highly Skilled grade I (Rs.380-560)	1320-2040
Master Craftsman (Rs.425-640)	1400-2300

11.25. The distribution of posts of technical supervisors in the various organisations is mainly in the scales of pay given in table II.

Table II

Existing Scale	Railways	Defence	P&T	Others	Total
380-560	6709	7289	285	295	14578
425-600	-	-	-	177	177
425-640	-	-	-	179	179
425-700	9946	10654	117	290	21007
455-700	-	-	-	140	140
550-700	6854	5481	-	78	12413
550-800	-	-	-	71	71
550-900	-	12	-	493	505
650-960	-	5	-	2	7
700-900	3195	3579	-	6	6780
840-1040	1494	2570	-	-	4064
840-1200	79	57	-	1	137
	28277	29647	402	1732	60058

11.26. Majority of the posts are in the four scales of Rs.380-560, Rs.425-700, Rs.550-750 and Rs.700-900.

11.27. Posts in the scale of Rs.380-560 form the lowest supervisory level. Direct recruitment of diploma holders is resorted to a limited extent in certain defence units. Since Rs.380-560 is also the scale of highly skilled grade I employees, a request has been made for upgradation of posts at this level. Of the major departments, railways alone have a lower supervisory scale of Rs.330-480 for mistris. We understand that mistris working in certain selected areas like loco and electric multiple unit car sheds, where they are in independent charge and supervise highly skilled artisans, are given special pay of Rs.35/-per month. Taking note of these facts, we are of the view that in all departments the lowest supervisory level should be in the scale of Rs.1400-2300. The work content of mistris in the scale of Rs.330-480 should be reviewed by railways. Those who are basically workers should be placed in the highly skilled grade (Rs.1200-1800) and the others who can be clearly identified as supervisors may be given the scale of Rs.1400-2300.

11.28. Keeping in view the staffing pattern in the workshop we recommend the following pay scales for technical supervisors,

Existing Scale	Proposed scale of pay
Rs.380-560	
Rs.380-640	
Rs.425-600	
Rs.425-640	
Rs.425-700	
Rs.455-700	
Rs.550-750	
Rs.550-800	
Rs.700-900	
Rs.650-960	
Rs.840-1040	
Rs.840-1200	
	Rs.1400-2300
	Rs.1600-2660
	Rs.2000-3200
	Rs.2375-3500

11.29. Different schemes of incentive payment i.e., payment by results for the output by the employees in industrial establishment of government, are in operation. Basically, all the schemes have a common approach. The basic wages of the workers are guaranteed in all the schemes. The output in

excess of that which an average worker can turn out, qualifies for extra payment as incentive. In all the establishments, a ceiling is prescribed for incentive payments which varies from 50 per cent (in the case of Railways) to 75 per cent (in the case of Defence establishments) of the basis wages.

11.30. Suggestions received from different associations/federations regarding incentive scheme mainly relate to their extension to other areas, enhancing the ceiling limit and taking actual wages, including allowances, into consideration for calculation of incentive payment. We find that although substantial changes have taken place due to modernisation and introduction of sophisticated technologies in workshops, establishments, etc., these incentive schemes have not been suitably reviewed. Unless such reviews are carried out periodically, the schemes may not have the desired effect. In fact, in a particular case, the additional output may not really be due to the effort of the workman so as to justify payment by way of incentive but may be the result of introduction of more modern technology. We are therefore unable to recommend any change in the schemes until they have been carefully reviewed. Care should be taken to ensure that the increased output claimed by the employee is capable of verification and is clearly quantifiable.

11.31. Technical supervisors in defence establishments are allowed overtime payments. The Third Pay Commission desired that the system should be reviewed and payment of overtime to technical supervisors should be discontinued. This has not been done. We reiterate the recommendation of the Third Pay Commission and suggest that such payment should be discontinued.

III. Office Staff working in Organisations Outside the Secretariat

11.32. The organisations outside the secretariat are either attached or subordinate offices under the Government of India. The office staff in subordinate organisations have pay scales different from those available to the central secretariat staff and the attached offices participating in the Central Secretariat Services. The work handled by the subordinate and attached offices is somewhat different from the work done in the central secretariat. While the staff in the ministries deal mainly with policy formulation, the attached offices are concerned with matters pertaining to implementation of the policies formulated by the ministries. The subordinate office staff function as field agency for execution of the various schemes and programmes of the government.

11.33. Recruitment in these organisations is mostly at the level of lower division clerk (LDC). There is no direct recruitment at higher levels except in a few organisations where upper division clerks (UDC) are recruited directly. The pay scales of the LDC and UDC are common for all offices. There are about 26000 clerical supervisory posts in 15 designations and 16 different pay scales. The posts in these organisations are generally classified as group C non-gazetted. In the central secretariat the clerical supervisory post is at the level of section officer. It has been suggested that pay scales at supervisory levels of clerical staff should be the same in all offices of Government of India. We find that there is considerable difference in educational qualifications, levels of recruitment and methods, duties and responsibilities of the posts between these organisations. While we do not find it possible to recommend parity in the pay scales, we are of the opinion that there is need for bringing some uniformity in the scales of pay below the level Rs.650-1200 and also in the designations of supervisory level posts in offices outside the central secretariat. Government may review the position keeping in view the present levels, duties and responsibilities of the posts in supervisory level and other relevant factors. The three standard levels of supervisory posts may be in scales of Rs.1400-2300, Rs.1640-2900 and Rs.2000-3200 with suitable designations. Until then, the scales of pay recommended in chapter 8 may apply. The supervisory accounts staff in these organisations are dealt with separately.

11.34. There are about 41000 stenographers mainly in the three scales of pay viz. Rs.330-560 (grade III), Rs.425-700 (grade II) and Rs.550-900 (grade I) in these offices. It has been pointed out that as the post of stenographer is linked with the status of the officer concerned and since the number of posts of officers in subordinate offices is small, there is stagnation in the grades of stenographers. We find that the promotion prospects of the stenographers in these organisations need some improvement. We are therefore in favour of introducing a higher level of post for stenographers in these organisations, for being attached to officers of senior administrative grade and equivalent posts.

We recommend that these posts may be created in the scale of Rs.2000-3200 by suitably upgrading the required number of posts of stenographers from the lower grades.

IV. Accounts Staff

11.35. There are about 65,000 posts of accounts staff in groups B and C working in different departments/offices of Government of India. The posts are in different pay scales and designations. However, there are organised accounts cadres under controller General of Defence Accounts (CGDA), Controller General of Accounts (CGA), Railways and Departments of Posts and Telecommunications. The accounts posts in the organised cadres are in the following pay scales,—

Sl.No.	Designation	Existing pay scale
1	2	3
1.	Auditor/Clerk grade I/Junior accountant/Senior accounts clerk	Rs.330-560
2.	Auditor (SG)/Clerk grade I (SG)/Senior accountant/Senior accounts clerk (SG)	Rs.425-700
3.	Sub-head	Rs.425-700
	Sub-head (SG)	Rs.550-750
4.	Section officer/Accountant/Junior accounts officer	Rs.500-900
5.	Section officer (SG)/Accountant (SG)/Junior accounts officer (SG)	Rs.775-1000
6.	Accounts officer/Assistant accounts officer/Pay & accounts officer	Rs.840-1200

The pay scales of Rs.425-700 (except for sub-heads in Railways) and Rs.775-1000 are generally treated as selection grades. In Railways the pay scale of Rs.425-700 is operated both as a selection grade and as a functional grade applicable to sub-heads. There is also a selection grade for sub-heads in the scale of Rs.550-750. In Railways there are also posts of Travelling Inspector of Accounts, Inspector of Station Accounts and Inspector of Stores Accounts (Rs.500-900) with a selection grade of Rs.775-1000, which have a common cadre with other accounts posts.

11.36. The main demand of the associations of accounts staff under CGDA, CGA, Railways and Departments of Posts and Telecommunications is that their pay scales should be the same as for the staff in the Indian Audit and Accounts Department (IA&AD). They have pointed out that there was parity all along, which was disturbed in March, 1984 when there was a restructuring of IA&AD into two separate cadres, i.e, audit cadre and accounts & establishment cadre. As a result, higher pay scales were given to 80 per cent of the staff on the audit side. They have also claimed that the duties and responsibilities performed by them and the staff on the audit side of IA&AD are comparable. The All India Defence Accounts Association had also filed a writ petition in the Supreme Court requesting the Hon'ble Court to direct the government for bringing the pay scales of auditors and section officers working in the Defence Accounts Department at par with those in the IA&AD. The writ petition was however allowed to be withdrawn by the Supreme Court as both the parties agreed that the questions raised in the petition would be better decided by this Commission. The association subsequently made their submission before us both in writing and orally.

11.37. Some of the official witnesses have also emphasised the need for parity in pay scales between IA&AD and other departments. The Controller General of Defence Accounts has stated that the nature of duties and responsibilities assigned to the auditors and section officers of the defence accounts department is an integrated one combining audit, payment, accounting, financial advice and allied functions. He has therefore suggested that, having regard to the complexity and arduous nature of the jobs, they should be given the highest scale of pay given to the corresponding staff in IA&AD. The Controller General of Accounts has stated that the statutory audit functions performed by the staff of IA&AD are in no way unique as the internal audit functions of the civil accounts staff under his organisation include most of the audit functions performed by the statutory audit staff. Railway have pointed out that their accounts cadre had a traditional parity with audit which should be maintained considering the diversity, nature and quality of their work. The Departments of P&T have suggested that whatever pay scales are given to the accounts staff in other departments, should be given to the accounts staff in these departments also.

11.38. We have considered the matter. There has all along been parity between the staff in the IA&AD and accounts staff of other departments, which has been disturbed by restructuring IA&AD into two separate cadres viz., audit cadre and accounts and establishment cadre and giving higher pay scales to a major portion of staff on the audit side. The audit and accounts functions are complementary to each other and are generally performed in many government offices in an integrated manner which is necessary for their effective functioning. The staff in these offices perform functions of internal check and audit suited to the requirements of each organisation which are equally important. There is direct recruitment in the scale of Rs.330-560 in all the audit and accounts cadres through Staff Selection Commission/Railway Recruitment Boards from amongst university graduates. We are therefore of the view that there should be broad parity in the pay scales of the staff in IA&AD and other accounts organisations. Accordingly, we recommend that the posts in the pay scale of Rs.425-700 in the organised accounts cadres may be given the scale of Rs.1400-2600. In the Railways, this will apply to the posts of sub-head in both the ordinary and selection grades. We also recommend that this should be treated in future as a functional grade requiring promotion as per normal procedure. The proposed scale of Rs.2000-3200 of section officer may also be treated as a functional grade. With the proposed scales, there will be no selection grades for any of the posts. As regards the number of posts in the functional scales of Rs.1400-2600 and Rs.2000-3200, we note that about 53 per cent of the total posts of junior/senior auditor and 66 per cent of the total posts of ordinary and selection grade of section officer in IA&AD are in the respective higher scales. Government may decide the number of posts to be placed in the scales of (i) Rs.1400-2600 and (ii) Rs.2000-3200 in the other organised accounts cadres taking this factor into consideration. All other accounts posts may be given the scales recommended in chapter 8.

V. Teaching staff

11.39. There are more than 50,000 teaching staff employed in primary, middle, secondary and higher/senior secondary schools run by the ministries of the Government of India and Administrations of Union Territories (UT). They are distributed in 21 scales of pay. In UT there are about 12,000 primary school teachers (PST), 20,000 trained graduate teachers (TGT) and 6,000 post-graduate teachers (PGT). In addition, there are 784 posts of vice-principal and 460 posts of principal of secondary and higher secondary schools.

11.40. Associations representing teachers in UT have stated that there is considerable stagnation in the category of teachers. There is very little opportunity of promotion for teachers. Posts of headmaster, principal and vice-principal are very few. The existing pay scales and the selection grades have not provided much relief and most of the associations have asked for longer scales and annual stagnation increments.

11.41. There are normally 3 levels of entry for teachers viz., primary, secondary and senior/higher secondary. Corresponding to these levels, the recruitment qualifications generally are as follows,—

Primary school teachers	Matriculation or its equivalent with basic training or Diploma in education or 1 year Teachers training certificate course.
Graduate or secondary school teacher	Bachelor's degree with degree or diploma in education.
Post-graduate or higher/Senior secondary school teachers	Master's degree with degree or Diploma in education.

At present there are no well defined promotion channels and they differ from organisation to organisation. However, broadly speaking the posts of head master, vice-principal, and principal are generally filled by promotion of graduate or post-graduate teachers. In general, there is one selection grade available by way of promotion at each level.

11.42. For the three entry levels of matriculate trained, graduate trained and post-graduate trained teachers, the pay scales are Rs.330-560, 440-750 and 550-900. The promotion grades of teachers at the levels of head masters, vice-principals and principals have the pay scales of Rs.650-1200, Rs.1100-1600 and Rs.1200-1600. These six scales cover about 48,000 teachers out of 50,000 employed by the central government. For these posts we recommend the following scales of pay,—

PST	Rs.1200-2040
TGT/Headmaster	Rs.1400-2600
PGT/Vice-Principal	Rs.1640-2900
Vice-principal/Headmaster	Rs.2000-3500
Principal	Rs.3000-4500

There are more than 2,000 teachers who are in the other scales. It will be desirable to place all teachers in the above scales if they have the prescribed qualifications. We recommend that those teachers who are not in these scales of pay may be given these scales after ensuring that they have the prescribed qualifications. Those who do not possess these qualifications may be given only the corresponding revised scales of pay recommended by us in chapter 8.

11.43. The three selection grades for teachers are Rs.530-630, Rs.740-880 and Rs.775-1000 for primary school, trained graduate teacher/headmaster, primary school and post-graduate teacher/headmaster, middle school respectively. These are different from the entry scales. It has been reported that the national commission on teachers under the chairmanship of Professor D.P. Chattopadhyaya has given its report to government on the pay structure of teachers and the same is under consideration. Keeping this in view we have not suggested any changes in their pay scales except simplification of the selection grade which we recommend as follows,—

PST	Rs.1400-2600
TGT	Rs.1640-2900
PGT	Rs.2000-3500

VI. Electronic Data Processing Staff

11.44. There are about 4000 posts of Electronic Data Processing (EDP) staff in 21 ministries/departments. They are in 14 pay scales at different levels from Rs.260-400 to Rs.650-960. Special pay of Rs.20/- is given with some of these posts. There are a large number of EDP posts at different levels in the National Informatics Centre (NIC), Department of Electronics, Registrar General of India (Ministry of Home Affairs), Ministry of Defence, Planning Commission and Department of Statistics. EDP posts in the Department of Railways have been dealt with in chapter 10.

11.45. It has been suggested that there should be a regularly constituted service for staff engaged on EDP work. While we agree with the suggestion, we think that at this stage of development, a separate cadre of EDP officers may not be feasible. In fact due to rapid development of computerisation in administration, existing employees should be exposed to this discipline so that their skills get upgraded for switchover to the new technology of work. However, as a long term policy it will be desirable to develop a cadre of experienced employees trained in EDP and other related areas of work. We are of the view that the Department of Electronics should examine the matter and suggest reorganisation of the existing posts and prescribe uniform pay scales and designations in consultation with the Department of Personnel. Until then the pay scales and special pays recommended by us in chapters 8 and 24 will apply to these posts.

VII. Laboratory Technicians

11.46. There are posts of laboratory assistant under the Ministry of Defence in the scale of Rs.290-500. These are filled from amongst those who have passed higher secondary/intermediate with science with some experience. We recommend that these posts may be given the scale of Rs.1200-2040.

11.47. There is one post of laboratory assistant in the scale of Rs.530-610 (Selection Grade) in Chittaranjan Locomotive Works under the Railways, which is filled by promotion from post in the scale of Rs.330-530. We recommend that selection grade post may be given the scale of Rs.1400-2300.

11.48. There are posts of laboratory assistant in different organisations under the Railways in the scale of Rs.290-500. They are filled by those who have passed higher secondary/intermediate examination with science and have one year experience. These posts may be given the scale of Rs.1200-2040.

11.49. In the Directorate of Marketing and Inspection there are posts of laboratory assistant in the scale of Rs.380-560 and posts of junior chemist in the scale of Rs.425-700. The posts of laboratory assistant are generally filled by direct recruits with degree in chemistry. The posts of junior chemist are also filled by direct recruits with post-graduate degree or B.Sc.(Honours) in chemistry with some experience. It has been stated by the department that junior chemist and laboratory assistant are treated as working chemists and their duties are comparable. They have suggested merger of both grades in

the scale of Rs.425-700. We agree and recommend that the posts of laboratory assistant and junior chemist may be given the scale of Rs.1400-2300.

11.50. There are posts of laboratory attendant in the Central Revenue Control Laboratories in the scale of Rs.225-308. These posts are filled by direct recruitment from amongst matriculates with science. It has been stated that non-matriculates are no longer being recruited. An expert committee appointed by government has also recommended improvement in the scale of pay. We recommend that posts of laboratory attendant in the ordinary grade (Rs.225-308) and selection grade (Rs.260-350) may be merged and given the scale of Rs.950-1400.

VIII. Receptionist

11.51. There are two organised cadres of receptionists in central government – one controlled by the Ministry of Home Affairs and the other under the Ministry of Defence. There are 221 posts of receptionists in these cadres spread over 9 scales of pay. Four of these scales, viz. Rs.260-400, 330-560, 425-600 and 425-700 account for 208 posts. While generally there is direct recruitment in the scale of Rs.260-400 and Rs.330-560, the posts in the higher scales are mostly filled by promotion. There is no uniformity either in regard to the qualifications prescribed for direct recruitment or in the designation of the posts

11.52. The Reception Organisation Employees' Association of Ministry of Home Affairs has represented for merger of the posts of receptionists with the Central Secretariat Service for better promotion prospects. Such employees under the Ministry of Defence have requested for higher pay scales to bring them on par with corresponding grades in Armed Forces Headquarters Service.

11.53. We have been informed that the duties and responsibilities of receptionists and members of Central Secretariat Service are not comparable. We consider that work of receptionist is not such that those recruited for the secretariat clerical service cannot perform it after some training. The present practice of appointing lower division clerks and upper division clerks with some experience to these posts lends support to this view. We also see no difficulty in including the existing incumbents of these posts in these two services. The posts of receptionist may therefore be held by the members of Central Secretariat Clerical Service and Armed Forces Headquarters Service. In the meantime, the revised scales recommended by us in chapter 8 would apply to these posts.

IX. Cashier

11.54. At present cashiers are getting special pay at the following rates for handling cash,—

Amount of average monthly cash handled	Rate of special pay
Upto Rs.4,000	Rs.10/-
Rs.4,001/- to Rs.20,000	Rs.20/-
Rs.20,001/- to Rs.50,000	Rs.30/-
Rs.50,001/- to Rs.1,00,000	Rs.40/-
Over Rs.1,00,000	Rs.50/-

These rates do not apply where there is a regular cadre of cashiers in different grades as, for example, in Railways. A suggestion has been made that cashiers should be placed in the clerical supervisory grade as they generally perform duties involving higher responsibilities. Some unions have urged that the rates of special pay to cashiers should be substantially raised. It has also been suggested that the expenditure incurred by cashiers on fidelity bonds for furnishing security under the provisions of General Financial Rules (GFR) should be reimbursed.

11.55. Since the duties and responsibilities attached to the posts of cashiers as also the cash handled by them differ from office to office, it is not possible to place all posts of cashier in the clerical supervisory grade. Under the provisions of GFR 274 the security to be furnished by a cashier can be in the form of cash or promissory notes, national savings certificates, deposit receipts of scheduled banks, fidelity bond, etc. In view of this we do not think it necessary to reimburse the expenditure to those who furnish security in the form of a fidelity bond.

11.56. The existing rates of special pay were fixed on the basis of recommendations of Third Pay Commission and need to be reviewed. We recommend that special pay at the following rates may be paid to cashiers,—

Amount of average monthly cash handled	Rate of special pay per month
Upto Rs.75,000	Rs.50/-
Over Rs.75,000/- and upto Rs.2,00,000/-	Rs.75/-
Over Rs.3,00,000/- and upto Rs.5,00,000	Rs.100/-
Over Rs.5,00,000/-	Rs.125/-

X. Library staff

11.57. There are 1943 librarians spread over different department of the Government of India. The departments of Education, Culture, Railways and the Ministries of Defence, Information and Broadcasting employ about 49 per cent of them.

11.58. Almost every department of Government of India has a library with at least one post of librarian. There is no adequate channel of promotion. It is only in the Department of Culture, Education, Railways and Ministry of Defence that there is a hierarchy providing some prospects of promotion.

11.59. About 60 per cent posts of librarian are in the pay scales of Rs.260-430, 330-560, 425-700, 550-900 and 650-1200. The remaining posts are spread over some 20 other scales. There are posts in the pay scales of Rs.210-290, 210-270, 200-250 and 196--232 which are for library attendants and junior library attendants.

11.60. There is no uniformity in the recruitment qualifications and posts with identical designations do not always have the same qualifications. We find that for the existing pay scale of Rs.650-1200 the recruitment qualifications vary from bachelor's degree and degree/diploma in Library Science and experience, to master's degree with degree/diploma in Library Science and experience. The qualifications for direct recruitment in the pay scale of Rs.260-430 are generally a high school certificate with one year certificate of library science. Graduate with degree or diploma in Library Science are recruited in the pay scale of Rs.425-700. Post-graduate with degree/diploma in Library Science are recruited in the pay scale of Rs.700-1300. Post-graduate with 7 years experience are recruited in the pay scale of Rs.1100-1600 and those with more than 10 years experience in the pay scale of Rs.2000-2250.

11.61. The professional associations of the librarians, including the Government of India Librarian Association, have urged that multiplicity of entry points should be dispensed with and restricted to one or two points. They have also suggested rationalisation of recruitment qualifications so that posts in similar scales of pay may have comparable qualifications. A suggestion has also been made for the formation of a centralised cadre of librarians.

11.62. The Department of Culture has proposed that posts of librarians should be given the pay scales recommended for librarians in the universities and colleges, as the qualifications and nature of work are comparable.

11.63. There are difficulties in reclassifying the posts of librarians and specifying their qualifications and recruitment levels. The pay scales, qualifications and recruitment levels of responsibility will really depend on several factors, mainly on the size of the library, its character and importance. To draw up suitable proposals in this regard a committee may be constituted to undertake this work. Pending such a review by the Committee, we recommend that librarians and library staff may be given the revised scales of pay proposed in chapter 8.

XI. Motor Vehicle driver

11.64. At present staff car drivers in central secretariat are in the pay scale of Rs.260-400. In other offices, the drivers of light motor vehicles are in the scale of Rs.260-350 and drivers of heavy vehicles are in the pay scale of Rs.320-400. In organisations where there is a composite fleet

comprising both light and heavy vehicles, the drivers are in the pay scale of Rs.260-400. The central government staff car drivers association has represented that the disparity in the pay scales of drivers in ministries and other offices should be removed. We agree and recommend that drivers of motor vehicles including staff cars in the existing scales of Rs.260-350 and Rs.260-400 in all offices of government may be placed in the scale of Rs.950-1500.

XII. Cook and bearer

11.65. Cook and cook bearer along with butler, bearer, attendant, waiter, etc., form a common category of about 27,000 employees. There are about 18,000 employees in the cook and cook bearers category and most of them are in five scales of pay viz., Rs.196-232, 200-250, 210-270, 260-400 and Rs.330-480. Butlers, bearers, waiters and related workers are mostly in the scale of Rs.196-232, 200-250 and Rs.210-290. There is no correlation between the designations adopted in the different departments/ministries and the existing scales of pay.

11.66. Keeping in view the need to improve the service, we recommend the following scales of pay for them,—

Sl.No.	Existing scale Rs.	Proposed scale Rs.
1.	196-232	750-940
	200-240	750-940
2.	200-250	775-1025
3.	210-270	800-1150
	210-290	800-1150
4.	225-308	825-1200
5.	260-350	950-1500
	260-400	950-1500
	290-400	950-1500
	320-400	950-1500
6.	330-480	1200-1800
7.	380-560	1320-2040

11.67. It is desirable that there should be substantial improvement in the quality of food and cooking. It is therefore suggested that the present recruitment standards should be reviewed to enable appointment of properly trained and qualified personnel.

11.68. As in the case of workshop staff, scale of Rs.225-308 should be phased out by different departments on a proper review of the work content of the staff so that they get adjusted in either the scale of Rs.800-1150 or Rs.950-1500 depending upon their skills. All other posts may be given the scales of pay recommended by us in chapter 8.

XIII. Printing staff

11.69. Printing staff (other than the staff of security presses under the Department of Economic Affairs) numbering about 13,000 are distributed over 24 pay scales in 22 ministries/departments. The Ministries of Urban Development, Transport, Finance, Science and Technology are the major employees of printing staff. The pay scales of printing staff are more or less similar to those of workshop staff.

11.70. Federations and associations of press workers have suggested higher classification for almost all categories of press workers. They have also suggested that wage differentials of semi-skilled, skilled, highly skilled and supervisory categories may be 50, 100, 150 and 200 per cent respectively over the unskilled employees. The Department of economic Affairs has asked for parity in the pay scales of workers in the Budget Press with reference to the workers of the Government of India presses under the Directorate of Printing as the duties attached to the posts and the nature of job of workers in these presses are said to be the same. Since their press is small and the staff are not transferable, the avenues of promotion are limited, unlike the Government of India presses. This has

resulted in stagnation of staff in various grades of the Budget Press. They have therefore suggested revision of pay scales of 8 categories of staff in their press.

11.71. We have considered the matter and taken note of the fact that the earlier pay commissions considered the press staff as being akin to the generality of the workshop staff except that a distinction was made in respect of proof readers, etc. of the reading branch whose job was found to be somewhat different. The Committees appointed on the basis of the recommendations of the earlier Commissions had also made an attempt to classify the different jobs in the various printing trade under the unskilled, semi-skilled, skilled and highly skilled categories as obtaining in engineering and other technical trades in industry, and government revised certain scales in pursuance of the recommendations of those committees. We feel that the appropriate course would be to reclassify and remunerate the various jobs in the presses broadly in accordance with the scheme we are proposing for the other workers in the workshops by an inter-departmental committee consisting of representatives from all the major ministries employing printing staff. The Committee may look into all the relevant aspects like reclassification of posts, promotion channels and other related matters so that there may be uniformity in the classification, pay scales, etc. of printing staff. Till then, the revised scales of pay recommended in chapter 8 may apply.

XIV. Medical officers

11.72. There are about 344 group A posts of allopathic doctors in various ministries/departments not belonging to the organised health services. They may be given the replacement scales prescribed for general duty officers of the Central Health Service.

11.73. There are about 120 posts of group B allopathic Doctors in various ministries/departments in the pay scales of Rs.650-1200 and Rs.650-960 for which the qualifications for recruitment is MBBS degree. We recommend that these posts may be upgraded and given the pay scale of Rs.2200-4000.

11.74. The total number of posts of dental surgeons in the Government of India is 65. Of these, 45 are in the Ministry of Health and Family Welfare and 17 in the Department of Railways and three in the Department of Coal. These dental surgeons do not belong to any organised service. Until 1984, they were considered non-medical when the Ministry of Health and Family Welfare reviewed the position and declared the post of 'dental surgeon' a medical post. Most of the posts of the dental surgeons are in the scale of Rs.650-1200.

11.75. It has been represented that there should be parity in pay scales and status of dental surgeons and allopathic doctors because the nature of the duties, duration and content of their respective course, are comparable. Internship, which was previously not compulsory for dental surgeons, has been made compulsory from 1984. The Ministry of Health and Family Welfare has recommended such parity.

11.76. The promotion prospects of dental surgeons are said to be poor, and it has been represented that these should be comparable with general duty officers of Central Health Service.

11.77. There is no significant difference between the levels of minimum qualifications, course content and period of internship, etc. in BDS and MBBS course. Taking all relevant factors into consideration, we recommend that dental surgeons may be included in Central Health Service/Railway Medical Service and given the pay scales applicable to general duty officers of these services. With such inclusion in the respective medical services, we recommend that recruitment to the posts of dental surgeons may also be made through a competitive examination.

11.78. We recommend the following pay scales for dental surgeons,—

Existing scale	Proposed scale
Rs.	Rs.
650-1200	2200-4000
900-1400	3000-4500
1100-1600	3000-4500
1300-1700	3700-5000
1800-2250	4100-5300

11.79. At present the highest post available to dental surgeon is in the pay scale of Rs.1800-2250 in the Ministry of Health and Family Welfare. We recommend that one post in the scale of Rs.5900-6700 should be provided for dental surgeons in Central Health Service.

XV. Para-medical staff

11.80 There are about 200 posts of radiographers and X-ray technicians in central government (excluding railways). They are in the scale of Rs.330-560 with a selection grade of Rs.425-640. There are a few posts of X-ray technicians in the scale of Rs.425-700.

11.81. There are about 2400 posts of pharmacist in the central government (excluding railways). Pharmacists are recruited in the pay scale of Rs.330-560 with a selection grade of Rs.425-640.

11.82. Associations representing the above categories of posts have represented that there are no opportunities of promotion available to them. Considering the recruitment qualifications and the duties and responsibilities of the posts, we recommend that pharmacists and radiographers, including X-ray Technicians, in the scale of Rs.330-560 may be given the scale of Rs.1350-2200 and those in the scales of Rs.425-640 and Rs.425-700 may be given the scale of Rs.1400-2600. For improving the promotion prospects, we recommend that ministry may examine the desirability of a few higher level posts in the pay scale of Rs.1640-2900.

11.83. There are over 7,000 civilian nurses in the employment of central government posted in hospitals, dispensaries and other health-care centres. We have dealt with the nursing staff employed in armed forces separately. Majority of nurses are employed in the Departments of Health, Railways and Defence production.

11.84. The Trained Nurses Association has asked for revision of their pay scales, as they have to undergo 3-1/2 years to 4 years of special training after high school. Besides, they work under difficult conditions.

11.85. The auxiliary nurse and midwife (ANM) are in the pay scales of Rs.260-350 and Rs.260-400.

The Department of Railways have decided that the auxiliary nurses-cum-midwives possession the prescribed minimum qualifications for entry into nursing training institute would be sponsored by the Railways for training at the Railway's cost to make them eligible for promotion as staff nurses.

11.86. Taking note of the qualifications prescribed for the posts, we recommend that ANM in the scales of Rs.260-350 and Rs.260-400 may be given the scale of Rs.975-1540. There should be a promotional grade in the scale of Rs.1200-2040 for them. This will also apply to the selection grade ANM in railway who are in the scale of Rs.320-400. The special pay of Rs.35/- will not be admissible in the railways to ANMs in the scale of Rs.1200-2040.

11.87. There are about 4,600 staff nurses in the central government. Recruitment to the post of staff nurse is in the scales of Rs.425-640 and Rs.425-700. The next level of promotion for them is generally the post of nursing sister in the pay scale of Rs.455-700. It has been represented that it takes about 15 to 20 years for a staff nurse to be promoted to the post of nursing sister. The nursing sister is incharge of a ward and supervises the work of staff nurses. Taking into account the nature and responsibility of work, we recommend that the staff nurses in the scales of Rs.425-640 and Rs.425-700 may be given the scale of pay of Rs.1400-2600. The nursing sister in the scales of pay of Rs.455-700, 470-750 and Rs.550-700 may be given the scale of pay of Rs.1640-2900.

11.88. There are about 400 supervisory posts for nursing staff in the pay scales of Rs.550-750, Rs.550-900, Rs.650-960 and Rs.700-900. As their duties are broadly comparable, we recommend the scale of Rs.2000-3200 for them.

11.89. The nursing adviser, Ministry of Health and Family Welfare is responsible for advising the government on all matters pertaining to the development of career and profession of nurses. This is the highest post in the hierarchy of civilian nurses. The present scale of nursing adviser is Rs.1300-1700. Taking note of the duties and responsibilities of the post, we recommend the scale of pay of Rs.3700-5000 for it.

11.90. Similarly, there are about 70 posts of nurses on the teaching side in the nursing college and schools in the scales of Rs.425-640, Rs.455-700, 550-750, 550-900, 650-960 and 700-900. For posts in the scale of Rs.425-640, we recommend the scale of Rs.1400-2600. For posts in the scale of Rs.455-700, we recommend the scale of Rs.1640-2900. For the other posts which are in the scales of Rs.550-900, 550-750, 650-960 and 700-900, we recommend the scale of Rs.2000-3200. The remaining posts may be given the scales of pay recommended in chapter 8.

XVI. Veterinary officers

11.91. There are about 150 veterinary officers with degree in veterinary science in the Ministries of Agriculture and Rural Development, Health and Family Welfare, Home, Environment and Forests. In addition, there are a large number of veterinary officers working in U.T.

11.92. There are different scales of pay prescribed for veterinary officers in different departments of the central government and U.T.

11.93. A writ petition was filed in the Supreme Court (No.9080 of 1983) by the Delhi Veterinary Association alleging violation of articles 14 and 16 of the Constitution on the ground that the scale of pay of veterinary officer was lower than that of the veterinary assistant surgeon employed by the U.T. of Chandigarh or by the central government in the Indo Tibetan Border Police (ITBP) and the Border Security Force (BSF). Their Lordships of the Supreme Court specifically stated in their Order dated April 12, 1984, on the writ petition that, on the basis of the allegations, the petitioners had prayed that "*a direction should be issued to the Respondents to treat the Veterinary Assistant Surgeons of the Delhi Administration at par with the Veterinary Assistant Surgeons of Chandigarh administration, ITBP and BSF*". Their Lordships made an Order leaving the matter to be decided by government on the basis of the recommendations of the Fourth Central Pay Commission.

11.94. It has been brought to notice that it is difficult to attract and retain veterinary officers with a degree in veterinary science in the pay scales of Rs.425-700 and Rs.550-900. There is no uniformity in the scales of Rs.425-700 and Rs.550-900. There is no uniformity in the scales of pay of veterinary graduates. The pay scales differ from one organisation to another. For instance, the scales of pay in BSF/ITBP (Rs.650-1200) is different from the scales of pay in Delhi Administration and other UT for comparable posts. There is thus need to make the pay scale more attractive and to bring about uniformity as far as possible. We therefore recommend that all posts for which a degree in veterinary science is the minimum qualification, should be in the scale of Rs.2000-3500. Keeping in view this general recommendation government/Union Territory Administrations may identify the posts for which degree in veterinary science is the minimum qualification and give the pay scale of Rs.2000-3500 for such posts in the central government and U.T..

11.95. The association of veterinary officers have asked for NPA. Ministry of Agriculture and Rural Development has brought to notice that many states and some UTs have already granted NPA to the veterinary graduates and has suggested grant of NPA to them. Commissioned officers of the Remount Veterinary Corps are also getting NPA. In these circumstances, we are inclined to agree and recommend payment of NPA. It has not been possible for us to recommend a proper scheme for grant of NPA to officers at different levels with due regard to the nature of duties. Government may identify the posts for the grant of NPA at different levels and fix the amount of the allowance and the terms and conditions for its payment.

ANNEXURE 11.1
(See paragraphs 11.4 & 11.5)

No. of non-gazetted Engineering Posts

Scale (Rs.)	Defence	Railways	P & T	Urban Development	I & B	Water Resources	Others	Total
840-1200	-	-	-	-	-	-	59	59
840-1040	-	590	-	-	-	-	-	590
700-900	524	3266	-	9	-	80	149	4028
650-1040	-	22	-	-	-	-	6	28
650-960	-	128	-	-	-	-	8	136
550-900	2578	-	3607	820	976	194	1082	9257
550-800	-	8	-	-	-	-	45	53
550-750	2288	7619	56	410	18	142	295	10828
550-700	-	-	-	145	-	-	25	170
470-750	-	-	-	-	-	-	266	266
455-700	-	-	-	-	-	-	10	10
440-750	-	-	-	-	-	-	68	68
425-800	-	-	-	4	-	-	5	9
425-750	-	-	-	-	1162	-	209	1371
425-700	6589	11347	22034	7006	722	1457	1756	50911
425-640	-	-	-	3	-	-	18	21
425-600	-	-	-	-	-	-	2970	2970
380-640	1	-	-	-	-	-	26	27
380-560	1662	3	-	-	465	-	31	2161
330-560	3236	1298	535	1689	-	548	1349	8655
330-480	-	-	-	-	886	-	30	916
320-400	-	-	-	-	-	-	69	69
260-480	-	-	96	-	-	10	-	106
260-430	2824	1530	318	25	-	481	442	5620
260-400	3	98	21	-	-	3	41	166
260-350	136	-	-	-	-	63	56	255
225-308	517	119	190	66	-	-	67	959
210-290	208	196	1	1	-	-	1	407
210-270	1	4	-	-	-	-	1	6
200-250	-	1	-	-	-	-	-	1
196-232	-	54	1	-	-	2	-	57
20,567	26,283	26,859	10,178	4,229	2,980	9,084	1,00,180	

CHAPTER 12

ALL-INDIA SERVICES

12.1. There are three all-India services, namely, Indian Administrative Service (IAS), Indian Police Service (IPS) and Indian Forest Service (IFS). IAS and IPS were initially constituted under the enabling provisions of section 263 of the Government of India Act, 1935, and by virtue of article 312 (2) of the Constitution, they were deemed to be services created by Parliament under this article as all-India services. IFS was created as an all-India service in 1966. The All-India Services Act, 1951, empowers the central government to make rules and regulations in consultation with state governments for recruitment and conditions of service of persons appointed to the all-India services. Rules have been made under this Act, regulating the conditions of service of all-India service officers and specifying the powers of central government and state governments.

12.2. The principal object of constituting the all-India services was to enable direct recruitment on all-India basis through competitive examinations held by UPSC to bring about uniformity in the standard of administration throughout the country, and to build up a cadre of experienced and trained officers for manning the top level posts.

12.3. There are about 5000 officers in IAS in scales of pay of Rs.700-1300 (junior scale), Rs.1200-2000 (senior scale), Rs.2000-2250 (selection grade), and supertime scale posts in the scale of Rs.2500-2750, and pay of Rs.3000/- and Rs.3500/-.

12.4. Recruitment to the service is also made by promotion of state civil/administrative service officers and officers working in state government who are not members of state civil/administrative services. Promotion of officers is limited to one-third of the senior duty posts and the central deputation reserve. Forty per cent of senior duty posts constitute the central deputation reserve.

12.5. The Third Pay Commission did not recommend any change in the pay at the level of posts of Joint Secretary and above. The pay of these posts was last revised in 1965. No changes have been made in the pay scales or special pay admissible to IAS officers after implementation of the recommendations of the Third Pay Commission, although some changes have been made in the case of the IPS and IFS.

12.6. Associations of IAS officers have pointed out that with the continuous rise of consumer price index, the real income of officers has appreciably gone down. The ratio of minimum and maximum salary of central government employees which was 1:19 when the Third Pay Commission submitted its report is reduced to 1:7 (post tax). The present scheme of dearness allowance has also adversely affected the emoluments. If such a trend were to continue, it would adversely affect the efficiency of the administration and have serious consequences. It would also in the long run, affect the morale of the officers. We are of the view that the pay scales should be such as to attract and retain a fair share of the country's best talent and motivate them to continue in service and contribute their best. It is also necessary that officers should be satisfied with their career progression.

12.7. A number of state governments have improved the pay scales of their civil service officers in recent years. In many states, this has created an anomalous situation. The state governments must ensure that the pay scales of feeder services to the IAS are not higher than the pay scale of IAS. At the same time we recognise that there are several civil service officers promoted to IAS after 15-20 years who do not get the benefit of higher pay. To remove difficulty in pay fixation of promoted officers, we suggest that pay drawn in the feeder service may be protected as personal pay on promotion to IAS without adjusting it against future increments until such time as the officer is promoted to the supertime scale. Government may examine the suggestion and, if necessary, amend the rules.

12.8. 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.

12.9. There is a general suggestion by associations of engineering services and several other services, for parity with IAS in regard to pay scales and promotion prospects. We have recommended pay scales for members of the organised services and also suggested improvements in their career progression. Undoubtedly this will reduce the disparity and bring the services closer together with comparable prospects.

12.10. There are about 2700 members of the IPS in the pay scales of Rs.700-1300 (junior scale), Rs.1200-1700 (senior scale), and Rs.1800-2000 (selection grade). The scales of pay of Rs.2000-2250, 2250-2500, Rs.2500-2750 and pay of Rs.3000 (fixed) are treated as supertime scales. IPS officers are also appointed to posts under the central government carrying pay of Rs.3250/- (fixed) and Rs.3500/- (fixed).

12.11. Some posts were created in the pay scales which were higher than those recommended by the Third Pay Commission, since 1973. In 16 States, cadre posts of Director General (DG) of Police at a fixed pay of Rs.3000/-, and 29 ex-cadre posts of DG were reported to have been created. Selection Grade of IPS was also revised from Rs.1800 (fixed) to Rs.1800-2000. In addition, the level of Additional Inspector General was replaced by Deputy Inspector General (DIG) Level I with the pay scale of Rs.2250-2500 while the post of DIG Level II was placed in the scale of Rs.2000-2250.

12.12. With the upgradation of the post of Inspector General (IG) incharge of the state police to that of DG (P) in 1982, in most states, and abolition of the rank and designation of Additional Inspector General of Police and simultaneous creation of DIG Level I and II, the guidelines issued in 1976 in respect of zone of consideration for promotion to the selection grade and supertime scale have been revised with effect from January 1, 1986 as given below:-

1. For promotion to the Level II grade of DIG - Officers who have completed 16 years of service
2. For promotion to the Level I grade of DIG - Officers who have put in at least 2 years service in Level II grade of DIG and have completed 18 years of service
3. For promotion to the grade of IGP - Officers who have put in at least 5 years service in Level II/ Level I grade of DIG and have completed 21 years of service
4. For promotion to the grade of DG & IGP - IGP who have put in at least 4 years of service in the rank and have completed 30 years of service.

12.13. At present the cadre review committee of the IPS does not have a member from the service. We recommend that a member of the IPS should be made a member of the cadre review committee for IPS state cadres. States have been revising the pay scales of their police service officers according to their needs and considerations. To remove difficulty in pay fixation of promoted officers, we suggest that pay drawn on promotion to IPS may be protected as personal pay without adjusting it against future increments until such time as the officer is promoted to the supertime scale. Government may examine the suggestion and, if necessary, amend the rules.

12.14. There are at present two levels of posts of DIG. Level I is in the scale of Rs.2250-2500 and Level II is in the scale of Rs.2000-2250. The duties and responsibilities of the posts are comparable and we recommend merger of these levels of posts by a common scale of pay of Rs.2000-2500. We suggest that in some of the bigger States, the post of DG(P) may be upgraded and given the pay of Rs.3250/- (fixed). We have recommended the upgradation of posts in the central police organisations and also of Director, Central Bureau of Investigation.

12.15. There are about 2000 posts in IFS. The services has scales of pay of Rs.700-1300 (junior scale), Rs.1100-1600 (senior scale), Rs.1650-1800 (selection grade), Rs.1800-2000 (Level II of the Conservator of Forests), Rs.2000-2250 (Level I of Conservator of Forests) and higher scales of Rs.2250-2500 and Rs.2500-2750.

12.16. In some states where there is more than one post of Chief Conservator, senior most officer in the scale of Rs.2500-2750 is designated as Principal Chief Conservator of Forests on pay of Rs.3000/- (fixed).

12.17. The associations of officers of the service have emphasised that there is need to make the service more attractive.

12.18. We have considered the suggestion for parity with IAS and IPS. Promotion prospects of the IFS officers can be improved by reducing the levels of posts in the service. We recommend the following scales of pay after merging the two levels of posts of Conservator of Forests and one of Additional Chief Conservator of Forests,—

Post	Existing scale of pay	Proposed scale of pay
Deputy Conservator of Forest (S.G)	Rs.1650-75-1800	Rs.4100-5300
Conservator of Forests	(i) Rs.1800-100-2000	Rs.4500-5700
	(ii) Rs.2000-125/2-2250	Rs.4500-5700
Additional Chief Conservator of Forests	Rs.2250-125/2-2500	Rs.4500-5700

12.19. Considering the structure of the service, we recommend that the pay scale of Rs.3000-3500 for the post of IG of Forests at the centre may be revised and given the pay of Rs.8000/- (fixed). The post of Chief Conservator of Forests should be in the scale of pay of Rs.5900-6700. In bigger states there may be a post of Principal Chief Conservator of Forests in the pay scale of Rs.7600/- (fixed) wherever state Government consider it necessary to have a post at that level., In other States, this post may carry the pay of Rs.7300/- (fixed).

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VOLUME III

INTRODUCTION

This volume contains chapters 13 to 26 in which we have dealt with various allowances and benefits like compensation for price rise, housing facilities and house rent allowance, compensatory allowances, travelling allowance, educational and medical facilities. Our recommendations on matters like age of superannuation, promotion policy, special pay, leave entitlement and welfare measures are also given in this volume. Some of the recommendations made in this volume will apply to civilian employees and armed forces personnel.

CHAPTER 13

COMPENSATION FOR PRICE RISE

13.1. Dearness allowance which is being paid at present is in the nature of a compensatory payment to employees for erosion in the real value of their salaries resulting from price rise. The allowance has been in existence for about four decades and now covers almost all employees in the organised sector. Accordingly, it has emerged as an important area of pay administration having financial, economic and administrative implications. Over the years, there have been many changes in the policy for payment of dearness allowance, particularly with regard to coverage of employees, percentage of neutralisation for different categories, periodicity of payment, etc. The dearness allowance presently paid to the central government employees is based on the recommendations of the Third Pay Commission as modified by government from time to time.

13.2. The salary structure recommended by the Third Pay Commission was related to 12-monthly average 200 of the All India Average Consumer Price Index Number for Industrial Workers (General) (1960=100). The Commission recommended that dearness allowance should be given with reference to every 8 point increase above the index average of 200. The upper pay limit for grant of dearness allowance was recommended by the Commission at Rs.2250/- per month. For purposes of grant of dearness allowance, employees were divided into three pay groups i.e. those drawing pay upto Rs.900/-, those above Rs.900/- and upto Rs.1600/- and upto Rs.2250/- per month. The first instalment of dearness allowance for 8 point rise in the index average was to be allowed only to the first category of employees. On the index average rising by 16 points, in addition to the employees in the first category, the employees in the second category were also to be covered and paid dearness allowance on the entire increase of 16 points. Similarly, when the index average rose by 24 points, the third category of employees were to be covered in addition to the employees belonging to the first two categories and paid dearness allowance for the entire price rise of 24 points. The above cycle was to be repeated in case of further increase in prices. The rates of dearness allowance recommended by the Commission were as follows:-

Pay range	Rate of dearness allowance for every 8 point increase
Upto Rs.300/-	3.5 per cent of pay subject to a minimum of Rs.7/- and a maximum of Rs.10/- per month.
Above Rs.300/-	2.5 per cent of pay subject to a minimum of Rs.10/- and a maximum of Rs.20/- per month

The above rates of dearness allowance provided a neutralisation of about 95 per cent on the lowest pay of Rs.185/- per month recommended by the Commission (subsequently revised by the government to Rs.196/- per month) and the neutralisation percentage went on declining for higher pay levels so that in respect of the employees drawing pay between Rs.1600/- and 2250/- per month it worked out to about 30 per cent or less. The Commission also recommended that on the price level rising above the 12-monthly average of 272 (1960=100), government should review the position and decide whether the dearness allowance scheme should be extended further or the pay scales should be revised.

13.3. The rates of dearness allowance recommended by the Commission were modified by government ab initio after discussion with representatives of Staff Side in the National Council (JCM) as indicated below:-

Pay range	Rate for every 8 point increase
Upto Rs.300/-	4 per cent of pay
Above Rs.300/-	3 per cent of pay subject to a minimum of Rs.12/- and a maximum of Rs.27/- per month.

Dearness allowance at the above rates was paid upto index average 272. Subsequently, the rates were revised in August, 1974, and dearness allowance at the rates recommended by the Third Pay Commission was paid upto index average 312. Later, after discussion with the Staff Side in the National Council (JCM), the rates were further revised in March, 1979, and the revised rates were as follows:-

Pay range	Rate for every 8 point increase
Upto Rs.400/-	4 per cent of pay
Above Rs.400/-	3 per cent of pay subject to a minimum of Rs.16/- and a maximum of Rs.30/- per month.

The above rates provide a neutralisation of 100 per cent to employees drawing pay upto Rs.400/- per month and 75 per cent to those drawing pay upto Rs.1000/- per month after which the neutralisation went on decreasing.

13.4. In March, 1982, government revised the dearness allowance paid to senior officers. The salaries of posts at the level of Joint Secretary and above and equivalent thereto were revised in 1965 and Third Pay Commission suggested no change therein. Initially they were given an ad hoc dearness allowance of Rs.150/- with effect from December 1, 1978 which continued thereafter for every rise of 24 points in the index average. Since this partial compensation was not commensurate with the rise in prices, government decided, as a one time measure, to raise the level of neutralisation to about 45 per cent at the level of Joint Secretary and equivalent posts. This resulted in raising the dearness allowance payable to officers drawing pay of Rs.2750/- and above from Rs.900/- to Rs.1500/- with effect from January 1, 1982. The above level of neutralisation for senior officers is now being maintained by granting suitable increase in dearness allowance subject to a maximum of Rs.150/- on every increase of 24 points in the index average. when dearness allowance becomes due under the present scheme, a specific decision is taken by government for its payment.

13.5. Government decided on three occasions to treat part of dearness allowance as dearness pay for certain purposes more particularly to provide relief in the matter of death-cum-retirement benefits to retiring employees. The first 9 instalments of dearness allowance paid upto index average 272 were treated as dearness pay with effect from September 30, 1977 to be reckoned as pay for retirement benefits only. Subsequently, 6 more instalments of dearness allowance upto index average 320 were treated as dearness pay with effect from January 31, 1982 for retirement benefits. Government also decided that the above dearness pay would count as pay for purposes of grant of house rent allowance and compensatory (city) allowance from February 1, 1982. Later, government decided to treat 31 more instalments of dearness allowance granted upto index average 568 as pay with effect from March 31, 1985 for retirement benefits only.

13.6. Since January 1, 1973 (i.e., the date from which the revised pay scales recommended by the Third Pay Commission were implemented) 51 instalments of dearness allowance have fallen due and have been paid covering price rise upto index average 608 which was reached with the 12-monthly average for December, 1985.

Table 1

Financial year	Number of instalments of dearness allowance paid
1973-74	5
1974-75	9
1975-76	-
1976-77	-
1977-78	1
1978-79	1
1979-80	3
1980-81	5
1981-82	6
1982-83	5
1983-84	7
1984-85	5
1985-86(Upto January, 1986)	4
	51

The percentage of neutralisation provided to the government employees under the existing dearness allowance scheme for a 8 point increase in index average is as follows:-

Pay(Rs.)	Percentage of neutralisation
196	100
300	100
400	100
1000	75
2250	45
2750	45
3500	35

The overall neutralisation ranges between 124 and 42 per cent at index average 608 after taking into account the two instalments of interim relief.

13.7. The state governments also compensate their employees for price rise in the form of dearness allowance, which is granted by them more or less on the same pattern as followed by the central government. Since the pay scales of state government employees are linked to different index levels, the actual rates of dearness allowance paid by them are different from those payable to central government employees.

13.8. In public sector undertakings, dearness allowance payable to the employees has been raised from Rs.1.30 to Rs.1.65 per point with effect from April 1, 1983. We have been informed that this neutralises the minimum wage in steel industry and a number of major industries like Coal, Bharat Heavy Electricals Ltd. and Bangalore-based enterprises to the extent of a little more than 100 per cent.

13.9. Each instalment of dearness allowance to central government employees costs about Rs. 72 crore per annum. It has been intimated that the total expenditure on 28 instalments of dearness allowance which fell due during the Sixth Plan was about Rs. 5,200 crore for the Centre and over Rs.10,000 crore for the States which generally follow the central dearness allowance formula. This constituted about 45 per cent of the total additional resource mobilisation of about Rs.34,000 crore (in current prices) under taken by the Centre and the States during the Sixth Plan period.

13.10. It has been suggested by the Staff Side in the National Council (JCM) that the time and point factors in the existing scheme of dearness allowance should be reduced from 12 months and 8 points to 6 months and 4 points respectively. They have also requested that the employees should be given full neutralisation for price rise and payment of dearness allowance should be automatic. They have further stated that when the cost of living index exceeds by 25 per cent over the index at which the pay scales have been prescribed, that portion of dearness allowance should be treated as dearness pay for all purposes. Similar request has been made by other associations of employees. It has also been represented that there should be no tapering of neutralisation at higher levels. The existing scheme of dearness allowance provides a neutralisation of about 35 per cent only at the highest level which they feel is inadequate in an inflationary situation. The work involved in the payment of fresh instalments of dearness allowance is considerable and affects the budgetary allocations. It has therefore been suggested that dearness allowance may be revised once a year.

13.11. The present dearness allowance formula was evolved in 1973 when the 12-monthly index average (1960=100) was 200. At that level, a 4 per cent rise in prices resulted in 8-point increase in the index average. The index average has reached 608 in December, 1985. Hence at this level the index average will go up by 8 points with only about 1.3 per cent rise in prices. The Third Pay Commission had recommended that government should review the position when the index average reached 272 and decided whether the dearness allowance should be extended further or the pay scales should be revised. Although a review of the rates of dearness allowance was undertaken by government sometime in 1975, the payment of dearness allowance continued on the basis of every 8 point increase in the index average. As may be seen from the table in paragraph 13.6, except for the

relatively stable period from 1975-76 to 1978-79, dearness allowance instalments ranging from 3 to 9 have been paid every year. It is estimated that if there is 8 per cent inflation in future, more than 6 instalments of dearness would be falling due every year. As the frequency of payment of dearness allowance cannot be foreseen, the budget estimates made at the beginning of the financial year get upset if the amount of dearness allowance paid during the financial year exceeds the amount for which provision was made in the budget. This aspect has been stressed before us by the representatives of almost all the state governments. The reduction in the time and point factors suggested by the associations will mean more frequent adjustments in dearness allowance, more uncertainty in budgetary planning, apart from additional administrative work. We are therefore unable to agree to the suggestion for reducing the time and point factors in the existing dearness allowance formula. We are also of the view that the scheme should be modified for better budgetary planning.

13.12. Prior to the Third Pay Commission, dearness allowance was generally viewed as a compensation against the price rise which was considered to be a temporary phenomenon as the prices were expected to stabilise. Accordingly, the various commissions and committees appointed by government recommended compensation mainly to low paid employees who, according to them were likely to be more affected by the price rise. The Third Pay Commission, however, observed that dearness allowance should be treated as a compensation to the wage earners and salaried employees against rise in prices over the index level to which the pay structure was related. It therefore recommended a formula which provided compensation to all employees excepting those getting pay above Rs.2250/-, the percentage of neutralisation being higher at lower pay levels.

13.13. Prices have risen a great deal after January 1, 1973. Since the neutralisation allowed to employees at various levels has been different, the relativity among various pay levels determined by the Commission has been disturbed. The table below indicates the changes in the disparity ratios over the years between the minimum and maximum salary.

Table II

Date	Index Average	Minimum salary	Minimum salary of group 'A'	Disparity ratio
As on January 1, 1973	200	196	700	1:3.6
As on January 1, 1986	608	691	1894	1:2.7
Date	Index Average	Minimum salary	Maximum salary	Disparity ratio
As on January 1, 1973	200	196	3500	1:17.8
As on January 1, 1986	608	691	6500	1:9.4

Note: Salary includes basic pay, dearness pay/additional dearness allowance/ad hoc dearness allowance/interim relief.

13.14. In some other countries, compensation for price rise is through wage increase on an annual basis. However, under the scheme applicable to central government employees, compensation is in the form of periodical payments of dearness allowance. While dearness allowance compensates serving employees for price rise, its benefit is not available to retiring employees unless it is treated as dearness pay for retirement benefits. With effect from March 31, 1985, dearness allowance upto index average 568 is treated as pay for retirement benefits.

13.15. As stated earlier, dearness allowance becomes due for payment frequently at present. We are of the view that compensation for price rise should be sanctioned only twice a year, payable with the salary for March and September. For purposes of compensation, the increase in 12-monthly average of index during the periods ending December and June over the index average of 608

(1960=100) should be taken into account. The above arrangement will enable government to make suitable provision in the main budget for the compensation to be given with pay for March and in the supplementary budget for that to be given with pay for September.

13.16. We are also of the view that the compensation should provide full neutralisation of price rise to employees drawing basic pay upto Rs.3500/-, 75 per cent to those getting basic pay between Rs.3501/- and 6000/- and 65 per cent to those getting basic pay above Rs.6000/- subject to marginal adjustments. This compensation may continue to be shown as a distinct element of remuneration.

13.17. In order to simplify the administrative and accounting work, the percentage of price increase for the six-monthly period should be calculated in whole numbers over the index average 608. The rate of compensation to the employees should also be expressed in whole numbers only. For example, if the index average has gone up by 15.13 per cent over index average 608 in a particular six-monthly period, this may be taken as 15 per cent increase in prices and employees getting basic pay upto Rs.3500/- may be given compensation of 15 per cent, those between Rs. 3501/- and 6000/- of 11 per cent and those above Rs.6000/- of 9 per cent. In this system the fractions will be taken care of in subsequent periods.

13.18. We have recommended that compensation for price rise should be sanctioned twice a year. This would ensure that there would be no uncertainty in the minds of government employees in regard to the periodicity of grant of compensation. We realise that there may be situations when government may not find it possible to sanction the compensation for price rise according to the scheme recommended by us. We are of the view that in such situations, the restraint, if any, should apply to the entire organised sector including central government employees.

13.19. Presently the All India Average Consumer Price Index Numbers for Industrial Workers (General) (1960=100) is being used for purposes of grant of dearness allowance to central government employees. It has been pointed out that this index does not truly represent the consumption pattern of all central government employees and should be replaced by an index specially prepared for the purpose. On the other hand, it has been argued that the consumption pattern of a large number of central government employees in the lower pay ranges is broadly comparable with that of workers in industrial and manufacturing organisations. government may therefore examine whether a more suitable index could be prepared for government employees taking into account their consumption pattern and other relevant factors. Till a new index is approved by government, the present index with 1960 base may continue to be used for grant of compensation for price rise to central government employees.

13.20. Based on the considerations mentioned above our recommendations with regard to grant of compensation to central government employees for price rise may be summed up as follows:—

- (i) Till a new index is approved by government, the All India Average Consumer Price Index Numbers for Industrial Workers (General) (Base 1960=100) may continue to be used for grant of compensation to employees for price rise.
- (ii) Compensation may be paid for the price increase above the twelve monthly index average of 608 (1960=100), to which the pay scales recommended by us are related.
- (iii) Compensation may be sanctioned twice a year payable with the salary for March and September.
- (iv) The percentage increase in the twelve monthly average of the above index for the periods ending December and June each year over index average 608 may be taken in whole numbers only with fractions carried forward.
- (v) The rate of compensation to the employees over the basic pay at index average 608 may also be in whole numbers with fractions carried forward.
- (vi) Employees drawing basic pay upto Rs.3500/- may be allowed 100 per cent neutralisation, those between Rs.3501 and 6000 be allowed 75 per cent and those above Rs.6000 be allowed 65 per cent subject to marginal adjustments.
- (vii) The compensation may continue to be shown as a distinct element of remuneration.

A table illustrating how the compensation should be worked out is Annexe 13.1.

ANNEXE 13.1

(See paragraph 13.20)

Basic pay range for grant of compensation	12-monthly index average related	assumed 12-monthly index average for June 1986	Compensation to be granted with pay for September, 1986	Assumed 12-monthly index average for December, 1986	Total Compensation to be granted with pay for March, 1987 for price rise in Column 5	Assumed 12-monthly index average for June, 1987	Total Compensation to be given with pay for September, 1987 for price rise in Column 7	Assumed 12-monthly index average for December, 1987	Total compensation to be given with pay for March, 1988 for price rise in Column 9
1	2	3	4	5	6	7	8	9	10
i) Upto Rs.3500/-	608 (December 1985)	632 or 3.94 per cent increase over 608	3 per cent of basic pay	637 or 4.76 per cent increase over 608	4 per cent of basic pay	700 or about 15.13 per cent increase over 608	15 per cent of basic pay	760 or about 25 per cent increase over 608	25 per cent of basic pay
ii) Between Rs.3501/- and Rs.6000/-	- do -	- do -	2 per cent of basic pay	- do -	3 per cent of basic pay	- do -	11 per cent of basic pay	- do -	18 per cent of basic pay
iii) Above Rs.6000/-	- do -	- do -	2 per cent of basic pay	- do -	3 per cent of basic pay	- do -	9 per cent of basic pay	- do -	16 per cent of basic pay

CHAPTER 14

HOUSING FACILITIES AND HOUSE RENT ALLOWANCE

14.1. Housing has been mentioned as one of the most important felt needs of the country in the Seventh Five-Year Plan. According to that document the shortage of dwelling units at the beginning of the Seventh Five-Year Plan was about 24.7 million. In addition, the anticipated increase in population during 1985-90 would generate roughly an additional requirement of 16.2 million units. As the cost of constructing houses is rising continuously, the overall housing situation in the country may continue to be difficult for a very long period, which in its turn will have an impact on rents. In their memoranda and during discussions with us, the associations of government employees have drawn attention to the inadequacy of government-owned residential accommodation and the difficulties experienced in securing suitable accommodation at reasonable rents. The difficulties are greater in the case of employees who are transferred from one place to another. It has therefore been urged that all possible effort should be made to enlarge the pool of residential accommodation to meet the shortage and in the meantime adequate allowance should be given to the employees for hiring residential accommodation.

14.2. Government have not found it possible to provide residential accommodation to all their civilian employees. Accommodation has however been provided to certain categories of essential staff in view of the special nature of their duties. Efforts have also been made to provide residential accommodation in some larger towns where there is a concentration of central government employees. In such cases government recovers from the employees rent which is limited to standard rent of the accommodation or 10 per cent of the employee's pay, whichever is less. The rent recovery in the case of employees drawing pay below Rs.300/- p.m. is 7-1/2 per cent of pay or standard rent, whichever is less. It appears that government have provided residential accommodation to about 25 per cent of the employees.

14.3. Since the rent charged for government accommodation is low employees look forward to such accommodation. It however does not appear to be feasible to provide accommodation to all as the cost is likely to exceed Rs.20,000 crore at the current level of prices and construction will take many years.

14.4. The task of providing housing facilities for central government employees is therefore particularly difficult. It is unlikely that satisfaction level for government residential accommodation will improve appreciably in the near future. Government employees will therefore have to depend upon private accommodation which is already in short supply. One of the ways in which the situation can be eased is to encourage the employees to acquire their own houses.

14.5. The facilities which can be provided to government employees for building or acquiring a house of their own are broadly of two kinds viz., (i) financial assistance and (ii) organisational and infrastructural assistance. Presently, the following sources of financial assistance are available to government employees for house building purposes, –

- (a) advance under the house building advance scheme of the central government.
- (b) advance and non-refundable withdrawal from provident funds.
- (c) loans from recognised financial institutions.

14.6. Government employees are eligible for grant of advances under the house building advance scheme for construction/acquisition of a house, ready built flat etc. subject to stipulated conditions. The maximum limit for grant of advance under this scheme was raised from Rs.70,000 to Rs.1.25 lakh in April, 1984. This is inadequate at the present level of cost of construction. We suggest that the amount of advance should be related to the prevailing cost of construction of the accommodation to which an employee is entitled. The scheme of advances should therefore be reviewed periodically.

14.7. Interest on house building advance which was previously at a slab rate ranging from 7 per cent to 12 per cent has been modified to simplify the calculations and the following uniform rates of interest have been introduced in November, 1985,—

- | | |
|---|----------------|
| (i) If the sanctioned amount of HBA is upto Rs.25,000/- | 7 per cent |
| (ii) If the sanctioned amount of HBA is upto Rs.50,000/- | 7-1/2 per cent |
| (iii) If the sanctioned amount of HBA is upto Rs.75,000/- | 8 per cent |
| (iv) If the sanctioned amount of HBA is upto Rs.1.00 lakh | 8-1/2 per cent |
| (v) If the sanctioned amount of HBA is upto Rs.1.25 lakh | 9 per cent |

14.8. The availbaility of funds for house building advances increased from about Rs.29 crore in 1977-78 to Rs.60 crore in 1985-86, which did not even cover the increased cost of construction. Looking to the magnitude of the problem, we are of the view that the provision of funds should be commensurate with the requirement of employees who want to acquire or build houses of their own. Necessary priority in the allocation of sufficient funds in the budget should therefore be given for this purpose.

14.9. We have separately recommended liberalisation of withdrawals from provident fund for house building purposes in chapter 20.

14.10. The quantum of assistance for house building from recognised financial institutions is determined by them on the merits of each case. Government have recently made the following provisions in this respect,—

- (i) employees, who have drawn HBA from government and have mortgaged the property acquired including houses under construction in favour of the President as a security for the said advance, can be permitted to create a second charge on the property in favour of the financial institutions from whom they obtain additional loan.
- (ii) employees can assign their interest in the insurance cover and/or accoumulation in the saving fund under the central government employees insurance scheme to the recognised financial institution as an additional security for obtaining the additional loan.

14.11. Total assistance under the house building advance scheme, non-refundable withdrawal from provident fund and assistance from other government sources is not allowed to exceed the ceilings mentioned below or the cost of constructing or acquiring a house, excluding the cost of the plot,—

Category	Ceiling
(i) For employees whose 100 months' basic pay is upto Rs.80,000/-	Rs.1.25 lakh
(ii) For employees whose 100 months' basic pay is above Rs.80,000/- but upto Rs.1,70,000	Rs. 2.00 lakh
(iii) For employees whose 100 months' basic pay exceeds Rs.1,70,000/-	Rs.3.00 lakh

The above ceilings which are in operation since April, 1984 may be revised by government in view of the revision of pay scales and thereafter as and when necessary to make them realistic.

14.12. The organisational and infrastructural assistance to government employees who want to build their own houses could be on the following lines,—

- (i) creation of a special agency under government for constructing houses on behalf of employees,
- (ii) allotment of land at concessional rates,
- (iii) allotment of cement and steel through special quota at concessional rates.

14.13. No such special facilities are at present available to central government employees. However some of them have formed co-operative group housing societies, but they do not have any special facility in this regard.

14.14. We understand that the question of setting up a registered society to implement an ownership housing scheme for central government employees to be financed out of the funds accumulated under the central government employees' group insurance scheme was considered by a committee comprising representatives of concerned ministries/departments. The committee examined the question of setting up of a registered body to undertake construction of houses under a '*self financing housing scheme*' for different groups of employees in Delhi. Delhi Development Authority was to identify land for the purpose and HUDCO was to be engaged as consultant to implement the scheme on a turn-key basis. However, since this would have meant setting up of another government agency for construction of housing involving substantial administrative expenditure, the scheme was given up. Instead, it was decided to utilise the funds under the central government employees' group insurance scheme to the extent possible to augment the amounts available for house building advance. While this is a step in the right direction, we recommend that government should also provide facilities by way of allotment of land at concessional rates at different places and allocation of cement and steel through special quota at controlled rates to government employees or their group housing societies.

14.15. In its Report No. 11 on '*Rent Control*', the Economic and Administrative Reforms Commission has dealt with the question of rent control in detail. While pointing out the flaws in the existing tenancy laws, the Commission has also made a number of recommendations regarding housing in general. The purpose of these recommendations primarily is to encourage private construction of houses with maximum infrastructural facilities to be provided by the government. That may help in easing the general housing situation in the country.

14.16. We find that a number of government and quasi-government agencies which are engaged in house building activities, receive substantial financial assistance from central government. A few of them are reserving some houses for allotment to serving or retiring central government employees. This is however not being done by most of the other agencies. It is recommended that while providing assistance to these agencies it should be stipulated that a reasonable percentage of houses constructed by them shall be reserved for allotment to central government employees on ownership basis. This will help in easing the housing problem to some extent for central government employees.

14.17. Government employees generally are in a position to construct a house only after they have put in 15 to 20 years of service and have some savings for necessary initial investment. In many cases, however, such savings either do not materialise or are utilised otherwise. We therefore recommend that government should introduce a scheme whereby employees are encouraged to make some savings for acquiring a house. A broad outline of the scheme has been given in the annexe 14.1. We also recommend that the accumulations in the fund under the proposed scheme should carry a rate of interest which is one per cent more than the interest on accumulation in GPF. We also recommend that government may, as a gesture of goodwill to the employees, contribute another one per cent of the accumulated amount at the time of final withdrawal.

14.18. The Third Pay Commission had inter alia, made the following recommendations on housing and house rent allowance,—

- (i) Government should take houses on long lease and make residential accommodation available to its employees on payment of 10 per cent of their pay.
- (ii) Government should lay down appropriate rates of HRA for different cities and towns not on the criterion of population but on the basis of prevailing levels of rent. Alternatively, notional rents for different types of accommodation meant for employees in specified pay groups should be laid down for different cities and towns. The difference between the actual rents paid and 10 per cent of the pay should be reimbursed provided the actual does not exceed the notional rent; where it does, the extent of reimbursement will be limited to the difference between the notional rent and the 10 per cent of the pay.

14.19. The above suggestions were essentially of a long term nature. The Commission therefore recommended revision of the rates of HRA which were to be applied immediately. Government revised the rates of HRA as recommended by the Commission. But the other two recommendations remained unimplemented.

14.20. The recommendations made in the preceding paragraphs will take time in their implementation. We are however aware of the pressing need to provide immediate relief to the employees in the form of increased house rent allowance.

14.21. House rent allowance (HRA) is paid to central government employees to compensate them partly for the specially high rents which they have to pay for hired residential accommodation in big cities. HRA is paid at different rates in different cities and for this purpose cities have been classified with reference to population. The existing criteria for classification of cities is as given below, –

Population of city	Classification
Over 16 lakh	A
Above 8 but not exceeding 16 lakh	B 1
Above 4 but not exceeding 8 lakh	B 2
Above 50,000 but not exceeding 4 lakh	C

Except for a few places governed by special orders, HRA is not paid in unclassified cities.

14.22 The rates of HRA payable to the employees in different cities are as follows,–

Class of city/town	Rate of HRA
A, B 1 and B 2	15 per cent of pay subject to a maximum of Rs.400/- p.m.
C Class	7-1/2 per cent of pay subject to a maximum of Rs.200/- p.m.

For claiming HRA, employees are required to produce rent receipts. Out of the total rent paid, an amount equal to 10 per cent of the employee's pay is deducted and the balance is reimbursed subject to the ceilings mentioned above. However, in case of employees whose pay plus Dearness Pay (upto index average 320) does not exceed Rs.1069/-, HRA is paid without production of rent receipts. HRA is not admissible to employees who are provided with government accommodation.

14.23. The Staff Side in the National Council (JCM) have urged payment of HRA on the basis of notional rents for different types of accommodation which should be laid down for specified pay groups for each city after studying actual conditions as recommended by the Third Pay Commission. According to them HRA should be the difference of prevalent market rent of accommodation to which an employee is entitled and 10 per cent of his pay. They have also suggested that pending grant of HRA on the basis of assessed rent as recommended by the Third Pay Commission, it may be paid at the following rates as an interim measure, –

A Class cities	-	25 per cent of pay
B 1 Class cities	-	20 per cent of pay
B 2 Class cities	-	15 per cent of pay
C Class cities	-	10 per cent of pay
Unclassified cities	-	7-1/2 per cent of pay

Some other unions have also suggested increase in rates of HRA and its payment in all places. It has also been brought to our notice that the existing procedure for payment of HRA involves a lot of administrative work and it should be rationalised and simplified.

14.24. We have given careful consideration to the matter. The Third Pay Commission's recommendation for taking houses on long lease for allotment to government employees has already been reiterated by us. Our suggestions for modification and rationalisation of the present scheme of HRA have been discussed in the following paragraphs.

14.25. At present, there are two rates of HRA, one applicable to A, B 1 and B 2 class cities and the other to C class cities. The classification of cities is with reference to population. As regards classification of cities for payment of HRA it has not been possible so far to evolve a better alternative. It is well known that rentals are generally higher in bigger cities compared to smaller cities. The

existing system of payment of HRA with reference to classification of cities based of population may therefore continue. The cities may also continue to be grouped into the existing three classes viz. A, B1 and B2, C and unclassified cities. As house rents have risen in all places, there is a genuine need for grant of HRA in unclassified cities/towns also, where it is not admissible at present.

14.26. The rates and the procedure for grant of HRA require modification. At present, HRA is required to be calculated separately for each employee with reference to the pay drawn by him from time to time within the prescribed ceiling and is based on the rent actually paid by him. whenever there is any change either in pay or in the rent, the amount of HRA is required to be recalculated. This involves avoidable administrative and accounting work. The entitlement of various categories of government employees for allotment of government accommodation is governed by their pay. We suggest that the payment of HRA to government employee should be related to the type of government accommodation to which they are entitled on the basis of the pay ranges. Under this arrangement a fixed amount of HRA should be admissible to an employee entitled to a particular type of accommodation and this would not change until there is a change in his entitlement. We are of the view that this arrangement will simplify the procedure for grant of HRA and will be more rational.

14.27. We recommend that employees may be grouped in the following pay ranges for purposes of grant of house rent allowance and entitlement to government accommodation. The employees may be paid HRA at three different rates based on classification of cities. The amount of HRA in different classes of cities may be as follows:-

Type of accommodation to which entitled	Pay range in proposed scales for entitlement	Amount of house rent allowance payable in A,B1 and B2 class cities	C class cities	Unclassified places
1	2	3	4	5
A	750-949	150	70	30
B	950-1499	250	120	50
C	1500-2799	450	220	100
D	2800-3599	600	300	150
E	3600-4499	800	400	200
E1	4500-6699			
E2	6700-7299	1000	500	300
E3	7300 and above			

At present employees getting pay plus dearness pay upto Rs.1,069/- are exempt from producing any rent receipt for claiming HRA and they constitute about 96.5 per cent of the total number of employees. This was done because of the difficulties in obtaining rent receipts from landlords and the work involved in their verification. It has been represented that such a difficulty is being experienced by other employees also. We recommend that HRA at the above rates may be paid to all employees (other than those provided government owned/hired accommodation) without requiring them to produce rent receipts. They should, however, be required to furnish a certificate to the effect that they are incurring some expenditure on rent/contributing towards rent. HRA at the above rates may also be paid to government employees living in their own houses subject to their furnishing a certificate that they are paying/contributing towards house or property tax or maintenance of the house. The other conditions at present applicable for the grant of HRA in cases where a government employee shares government accommodation allotted rent free to another government employee or resides in government accommodation allotted to his parents, son, daughter, wife or husband, shall continue to be applicable.

14.28. HRA has been sanctioned under special orders for a few places and some hill stations. For example, employees working in areas covered by Faridabad Complex, Ghaziabad Municipality, New Bombay/Panvel/Uran and in Shillong (upto a specified pay range) are paid HRA at the rate of 15 per cent of pay. In some other places like Shimla, Guwahati, Imphal, Ootacamund, Mount Abu and Kalimpong HRA is paid at 7-1/2 per cent of pay. There are some hill stations like Kodaikanal,

Mussoorie, Naianital, Pachmarhi and Chakrata where the rate is 5 per cent of pay. There are also restrictions in some cases on the limit of pay upto which HRA is given. We recommend that in all places where HRA is presently admissible at 15 per cent of pay, the same may be paid at the rates recommended by us for A, B1 and B2 class cities. In other cases covered by special orders, HRA may be paid at the rate recommended by us for C class cities. In both these cases, there should be no upper pay limit for payment of HRA.

14.29. In the Union Territory of Goa, Daman, and Diu HRA is being paid at 7-1/2 per cent of pay under special orders, which are subject to review annually. The allowance was last sanctioned upto February 28, 1987. We recommend that so long as government continues to extend payment of HRA in the Union Territory of Goa, Daman and Diu under special orders, it may be paid at rates recommended by us for C class cities.

14.30. We may now deal with a few other matters relating to the provision and allotment of government accommodation. As mentioned earlier, government accommodation is at present available to about 25 per cent of central government employees only. We feel that steps should be taken to increase the level of satisfaction to as high a percentage as possible and, for this purpose, a phased programme of construction should be drawn up for various places where such accommodation is considered necessary. There should be an adequate provision of funds and planned construction programmes should be taken up on high priority basis.

14.31. A limited hostel accommodation is at present available for allotment to central government employees in New Delhi and a few other places, but this is confined to those drawing pay of Rs.700/- and above for single room accommodation and Rs.1000/- and above for double room accommodation. We recommend provision of hostel accommodation on a much larger scale for easing the acute shortage of accommodation in various cities/towns. Government may consider going in for construction of more hostel accommodation at all places where there is concentration of central government employees.

14.32. Under the existing rules rent for government accommodation other than hostel accommodation is recovered at 10 per cent of emoluments (basic pay plus dearness pay upto 320 points CPI) or standard rent of the house, whichever is less. In the case of employees in receipt of pay below Rs.300/- the recovery is made at 7-1/2 per cent of emoluments or standard rent, whichever is less. Thus, considerable accounting work is required for calculating rent in each case. This also leads to disparities in recovery of rent among comparable employees in occupation of the same type of accommodation in different stations and in different localities at the same station. We are of the view that rent for government accommodation should be recovered at a flat rate with reference to type of accommodation allotted to the employee and the rate should be uniformly applicable throughout India. This will not only dispense with avoidable accounting work but will also bring about uniformity in rent recovery from the employees for the same type of accommodation in all places. We recommend that government may examine the matter and take a decision.

A BROAD OUTLINE OF THE CENTRAL GOVERNMENT EMPLOYEES HOUSING FUND

1. A '*Fund*' may be created to be known as Central Government Employees' Housing Fund..
2. The '*Fund*' may have four rates of monthly contribution as given below:-

Category	Monthly contribution
A	Rs.200/- per month
B	Rs.150/- per month
C	Rs.100/- per month
D	Rs. 50 per month

For each category the period contribution may be 120 months, 180 months, 300 months or 360 months as may be selected by the employees.

3. The contributions to the '*Fund*' should carry interest at a rate which is one per cent above that applicable to Provident Fund, i.e. 13 per cent at present.
4. The maturity value for each category and the period selected may be worked out on the basis of interest at 13 per cent per annum.
5. The contribution to the '*Fund*' should be eligible for all the tax benefits available for subscriptions to Provident Fund.
6. The category and the period of contribution should be selected by an employee keeping in view the remaining period of service or the period after which he desires to acquire the house and the amount likely to be needed by him for that purpose. The paying capacity of the employee may also be taken into account before permitting him to select the category and the period of contribution.
7. Membership of the '*Fund*' may be voluntary, but once an employee joins the '*Fund*', he should not be allowed to withdraw or change the category and the period of contribution until the maturity period except in the event of his ceasing to be in service by resignation, removal/dismissal, death or permanent transfer to a body or organisation outside the government.
8. The '*Fund*' may be managed on the same lines as the Central Government Employees' Group Insurance Scheme and record of contributions, etc. maintained on similar basis.
9. On expiry of period of contribution, the maturity value may be paid to the employee for building or acquiring a house. At the time of payment of the balance on maturity, an additional interest of one per cent may be given on the total amount in the account of the employee.
10. In the event of the employee ceasing to be in service before the maturity period, the surrender value for the completed years of the category and the period of contribution preceding the date of leaving the service, together with the actual amount of contribution for the current year in which he ceases to be in service may be paid to the employee or his nominee as the case may be.
11. No advance from the '*Fund*' should be permitted for any purpose.

CHAPTER 15

SCHEMES FOR EDUCATIONAL ASSISTANCE

15.1. Government provides educational assistance for the education of children of central government employees under the provisions of Central Civil Services (Educational Assistance) Orders, 1983. The assistance is provided by way of reimbursement of tuition fee, children's educational allowance, subsidy for purchase of books and hostel subsidy. In addition, there are kendriya vidyalayas which cater to the educational needs of transferable central government employees including Armed Forces personnel. The number of civilian beneficiaries of the schemes for educational assistance and the expenditure thereon during 1983-84 is given in the table below:

Table		
Scheme	Number of Beneficiaries	Expenditure during 1983-84
	(in lakh)	(Rs. in lakh)
Reimbursement of tuition fee	1.91	348.00
Children's educational allowance	0.60	350.00
Payment of hostel subsidy	.005	2.00
Subsidy for purchase of books	0.15	0.31

While the scheme for reimbursement of tuition fee is of general applicability, the other schemes are primarily intended to cater to the needs of transferable government employees. The educational assistance under these schemes is admissible to a government employee for not more than three children at a time. The essential features of these schemes by and large continue to be the same as recommended by the Third Pay Commission.

15.2. Presently, the scheme for payment of hostel subsidy is applicable to all categories of employees without any upper pay limit. However, in respect of the schemes for reimbursement of tuition fee/children's educational allowance and subsidy for purchase of books, the benefit is available to employees drawing pay upto Rs.1,200/- per month and Rs.1,600/- per month respectively. In respect of Armed Forces personnel, reimbursement of tuition fee is admissible without any pay limit. In their joint proposals, the three Services have proposed that no pay limit be fixed for admissibility for children's educational allowance and subsidy for purchase of books. It has been urged by a large section of employees also that the existing pay limit for providing assistance under the schemes of educational assistance should be removed. It has been pointed out that due to considerable price rise over the years, the pay differentials among various categories of employees have eroded. Further, the prices of school books, stationery, uniform, etc. have gone up so much that even employees in upper pay brackets are feeling the pinch of rising cost of education. There is considerable force in these representations and we recommend that, in addition to the scheme for payment of hostel subsidy, the assistance under schemes of reimbursement of tuition fee, children's educational allowance and subsidy for purchase of books may also be given to all employees without any pay limit.

15.3 The Staff Side in the National Council (JCM) have urged that for higher education in a university or for professional studies, there should be a system of reimbursing the tuition fee actually charged without any ceiling. A similar suggestion has been made by some other unions of employees. We are of the opinion, however, that at the present stage of development of the country it will be enough to provide assistance up to the school level.

15.4 Suggestions have also been made that assistance under the various schemes may be given to all employees without linking it to their transfer. The Staff Side in the National Council (JCM) have suggested payment of a fixed allowance at the rate of Rs.35/- per month per child with a maximum of Rs.100/- per month for each employee to meet the partial cost of stationery, books, transport, etc. In

their joint proposals, the three Services have proposed that payment of hostel subsidy should not be linked to transfer. They have also proposed that an annual allowance may be paid for purchase of text books at the rate of Rs.100/- per child for school going children and Rs.200/- for college going children. The very purpose of the schemes for payment of children's educational allowance, hostel subsidy and subsidy for purchase of books is to provide some help to transferable government employees who face problems in the education of their children on their transfer to new stations. There is no justification for extending the benefit of the schemes to employees who are not transferred and do not therefore face such problems.

15.5. At present the tuition fee payable and actually paid by government employee for his children is reimbursable subject to specified conditions up to the following limits:

- a) Class VI to VIII - Rs. 5/- per month
- b) Class IX to XII - fees approved by kendriya vidyalayas.

We have been informed that the fees charged by kendriya vidyalayas presently are as follows:

Class	Basic pay upto Rs.2,000/-
IX and X	Rs.15/- per month
XI and XII	Rs.20/- plus Rs.5/- science fee for those offering science subjects.

Tuition fee includes science fee, laboratory fee, subject fee charged for agriculture as an elective additional subject, and any fee charged for subjects like music which are taught as part of the regular school curriculum/. Tuition fee does not, however, include library fee, games fee, admission fee, extra-curricular/activity fee, etc. In the case of physically handicapped or mentally retarded children, fees actually paid are reimbursed if the institute in which the child is studying is a recognised one and the fees are approved by government. However, if the fees charged by such institutions are not approved by government, fee up to a ceiling of Rs.20/- per month is reimbursable.

15.6. Under the scheme of reimbursement of tuition fee, fees actually charged by schools are reimbursed subject to specified limits. In the joint proposals, the three Services have proposed that the quantum of reimbursement of tuition fees should be actual, subject to the maximum of local Services Schools' rates (managed by Services). Since the rates of tuition fee differ from State to State, and sometimes from school to school, considerable administrative and accounting work is involved in the verification of the claims and payment thereof. We feel that there is need for rationalization and simplification of procedure relating to these payments. Accordingly, we recommend that reimbursement of tuition fee as defined under the existing rules may be made at the following flat rates so long as the same is payable and actually paid by a government employee for the education of his children in a recognised school,-

Class	Amount of reimbursement
X and below	- Rs.20 per month per child
XI and XII	- Rs.25 per month per child

We also recommend that reimbursement of tuition fee at the above rates may be made in cases where children are studying under the recognised open school system. We further recommend that in the case of physically handicapped or mentally retarded children of government employees, the ceiling of Rs.20/- per month where applicable may be raised to Rs.50/- per month.

15.7. Children's educational allowance is admissible to a government employee when he is compelled to send his child to a school away from the station at which he is posted/residing owing to the absence of a school of requisite standard at that station or when the child is denied admission in such a school due to there being no vacancy or for any other reason. The rates of the allowance are at present as follows:

Primary classes	-	Rs.15/- per month per child
Secondary/Higher Secondary classes	-	Rs.20/- per month per child

15.8 Associations of employees have urged that the children's educational allowance may be paid to the employees without linking it to the availability of a school of requisite standard at the place of posting or non-availability of accommodation in such a school. Prior to the Third Pay Commission's report, the children's educational allowance was admissible if the children of the employee were studying at a place other than the place of his posting. The allowance was admissible even in cases where the employee kept his children at a place other than the place of his posting for his own convenience. However, in the railways, the allowance was admissible only if the employee was compelled by the absence of proper schooling facility at the place of his posting to keep his children at a different station. The Third Pay Commission recommended that the principle followed by the Railways may be adopted in respect of other government employees also. At present the employees who are transferred from one place to another are put to considerable difficulties on account of change in the medium of instruction, curriculum, etc. There are also instances where students studying in a particular school in senior classes are required to take board examinations. It will not be in the interest of their studies to cause any dislocation. In such cases, the employees have no option but to continue the education of their children at the old station and incur additional expenditure. We therefore recommend that in case of transfer from one station to another, if the employees have to keep their children at the old station for board examination in the interest of continuity of their studies, they may be paid children's educational allowance without insisting on any other condition. In all other cases, the existing conditions for the grant of the allowance may continue.

15.9. The existing rates of children's educational allowance which were prescribed by the Third Pay Commission more than a decade ago, require a review. We recommend that for administrative convenience and simplicity in accounting, children's educational allowance may be paid at a uniform rate of Rs.50/- per month per child for primary, secondary and higher secondary classes.

15.10. A government employee is eligible to the grant of subsidy at the rate of Rs.60/- per month per child if, because of his transfer, he is obliged to keep his children in the hostel of a residential school away from the station at which he is posted or is residing. In reply to the questionnaire the Staff Side in the National Council (JCM) have urged that the amount of subsidy should be increased so as to meet the full cost. In their joint proposals, the Services have suggested that for children residing in hostel, full hostel charges may be reimbursed on production of receipts. Some of the associations have also pointed out that the present condition for the grant of the subsidy is rather stringent as the hostel subsidy can be allowed in those cases only where the employee has admitted his children in the hostel of a residential school after his transfer. It has been pointed out that in many cases transfer takes place in the middle of an academic session when admission of children to residential schools is not possible. In some cases, the employees foresee their transfer and admit their children to residential schools in anticipation of such transfer or admit them during the academic session subsequent to transfer. We therefore recommend that the hostel subsidy may be paid from the effective date of transfer even if the children of the employee are already admitted to the hostel of a residential school. The existing rate of hostel subsidy of Rs.60/- per month per child which was fixed more than 10 years ago needs revision and we recommend that this may be raised to Rs.150/- per month per child.

15.11. When an employee is transferred from one station to another in the middle of an academic session and, as a result, shifts his children to a school requiring purchase of a new set of books, he is at present granted a subsidy at the following rates:

Primary classes	-	Rs. 20/- per child
Secondary classes	-	Rs.40/- per child
Higher Secondary classes	-	Rs.60/- per child

Representations have been made for increasing the amounts as the cost of books has gone up. We recommend that the subsidy for purchase of books may be raised to Rs.120/- for secondary/higher secondary classes and to Rs.50/- per child for other classes.

15.12. We also recommend that the benefit of all the schemes of educational assistance, whether separately or in conjunction, may be admissible for two children only. This will be in consonance

with the national objective of a small family. In their joint proposals, the Services have also proposed that the educational concession may be restricted to two children.

15.13. The scheme of kendriya vidyalayas with common syllabus and medium of instruction caters to the educational needs of children of transferable central government employees including Armed Forces personnel. As on April 30, 1984, there were 450 kendriya vidyalayas spread all over the country with a total enrolment of 3,38,671. Education is free in kendriya vidyalayas upto VIII standard. However, tuition fee at varying rates is charged from students of Class IX to XII depending upon the income of the parents. As per the rules laid down by kendriya vidyalaya sangathan, top priority for admission is given to children of transferable central government employees including personnel of Armed Forces, central police organisations, Boarder Roads Organisation and members of all-India services. It has been represented that in spite of the above provision, children of transferable central government employees often are unable to secure admission to kendriya vidyalayas. We recommend that government should open more kendriya vidyalayas to meet the educational needs of children of transferable central government employees and the vidyalayas should continue to give preference to the children of such employees and members of all-India services and should admit other students only when the seats are surplus. We also recommend that where a government employee is transferred in the middle of an academic session, all possible efforts should be made by the kendriya vidyalayas to accommodate his children. The number of kendriya vidyalayas with hostel facilities should also be increased and, wherever necessary, hostels for girls may also be opened by the kendriya vidyalaya sangathan.

CHAPTER 16

MEDICAL FACILITIES

16.1. The central government civilian employees and their families are provided medical facilities under the following schemes,—

- i) Central government health scheme (CGHS)
- ii) Medical reimbursement scheme (MRS) under the Central Services (Medical Attendance) rules, 1944.
- iii) Railway medical scheme (RMS).

The Central Government Health Scheme started in 1954, covers employees in Delhi, Bombay, Calcutta, Patna, Madras, Ahmedabad, Allahabad, Hyderabad, Nagpur, Bangalore, Pune, Jaipur, Kanpur, Meerut, Ghaziabad, Faridabad and Lucknow. The facilities under the scheme include outpatient care provided through a network of allopathic/ayurvedic/homeopathic/unani dispensaries/units, supply of medicine, laboratory and x-ray investigations, domiciliary visits, emergency treatment and post natal care for women, advice on family welfare, specialists' consultation and hospitalisation at government and other recognised hospitals. The scheme also covers retired central government employees and widows of such employees in receipt of family pension.

16.2. The medical re-imbursement scheme is applicable to those employees who are not covered under the CGHS or the RMS. Under this scheme, government notifies authorised medical attendants who may be doctors working in the state government/municipal hospital and other medical practitioners. Expenses incurred on medical treatment as admissible are reimbursed under this scheme on production of vouchers duly certified by the authorised medical attendant.

16.3. Railway employees are entitled to medical attendance and treatment free of charge in railway hospitals, health units or consulting rooms maintained by the authorised medical attendants nominated under the scheme. In cases of emergency, the employees are also entitled to obtain treatment in any hospital or health units maintained by central or state government or local authority.

16.4. Retired railway employees are permitted to avail medical attendance and treatment facilities by joining the "*Retired Railway Employees Contributory Health Scheme*". The benefit of this scheme is limited to outdoor treatment of retired employees and their spouses and can be availed of at any of the authorised hospitals.

16.5. The Staff Side in the National Council (JCM) suggested a fixed medical allowance at the rate of Rs.50/- per month to meet the cost of outdoor treatment as an alternative for the medical reimbursement scheme. They have also suggested that the existing facilities for indoor treatment should continue. Suggestions have also been received for improving the functioning of CGHS and expansion of RMS.

16.6. When the Second Pay Commission recommended the adoption of the contributory health service scheme, it visualised that this scheme would eventually develop into a comprehensive national health service. CGHS was considered as a pilot project for such a national service. Subsequent development of CGHS was therefore planned and executed around this ideal. In some of the dispensaries the facility has been thrown open to the general public as well. The main advantage of CGHS is in making available medical care of a reasonable standard at a low cost to the beneficiaries. The scheme, however, has some shortcomings which appear to be mainly due to poor doctor-patient ratio and non-availability of medicines. Dissatisfaction has been expressed regarding the quality of medicines supplied. These shortcomings are neither endemic nor insurmountable. The scheme should be streamlined, improved and expanded by providing additional funds.

16.7. The present rate of contribution by employees ranges from Rs.6/- to Rs.144/- per annum. About 87 per cent of the total beneficiaries contribute less than Rs.45/- per annum. The average

expenditure incurred under this scheme per family is about Rs.360/- per annum. We find that the rates have not been revised since 1964, when the scheme was first introduced. Keeping in view the revised pay scales recommended by us, we suggest the rates of contribution by the employees may be revised as follows,--

<u>Pay ranges</u>	<u>Rate(Rs.) per month</u>
Rs.5100 and above	25
Rs.2800 and above but less than Rs.5100	20
Rs.1900 and above but less than Rs.2800	15
Rs. 1400 and above but less than Rs.1900	10
Rs.1100 and above but less than Rs.1400	5
Below Rs.1100	2

These rates may also apply to pensioners.

16.8. We have also considered as an alternative to MRS, the introduction of a health insurance scheme for the employees. In 1984, the general insurance companies introduced a health insurance scheme, under which reimbursement of expenses is made for medical treatment. It is difficult to take a view at this stage whether the scheme can provide satisfactory medical coverage to government employees who are spread all over the country. The government may examine the feasibility and modalities of an insurance scheme for government employees in lieu of the MRS.

16.9. We recognise that employees covered by MRS are experiencing difficulties as regards the treatment and reimbursement of expenses incurred by them. There is also considerable administrative and accounting work involved in the settlement of claims. Various kinds of malpractices in the scheme have also been brought to our notice. We, therefore, recommend grant of a fixed medical allowance of Rs.25/- per month for outdoor treatment to all employees covered by MRS. The expenses incurred on special diseases (cancer, diabetes, mental diseases, poliomyelitis, tubercular diseases and leprosy) and hospitalisation may continue to be reimbursed to all employees as at present under the scheme.

16.10. Parents, sisters, widowed sisters, minor brothers and children are deemed to be wholly dependent on the government employee if they are residing with him and if their income from all sources including pension and pension equivalent of DCRG benefits is less than Rs.350/- p.m. Staff Side in the National Council (JCM) and other associations have urged that the present income limit for determining dependency should be raised. We agree with the suggestion and recommend that the income limit may now be fixed at Rs.500/- p.m.

CHAPTER 17

COMPENSATORY ALLOWANCES

(I) Compensatory (city) allowance

17.1. Central government employees are at present granted a compensatory (city) allowance (CCA) to compensate for the high cost of living in the bigger cities. The classification of cities for purposes of grant of CCA is with reference to population within the urban agglomeration of the city/town. The existing rates of CCA are as given below,-

<u>Class of city</u>	<u>Pay per month</u>	<u>Rate of allowance</u>
A	i) Below Rs.250/-	6.5 per cent of pay subject to a maximum of Rs.12/-.
	ii) Rs.250/- and above	6 per cent of pay subject to a minimum of Rs.16.20 and a maximum of Rs.75/-.
B-1	i) Below Rs.330/-	5 per cent of pay.
	ii) Rs.330/- and above	4.5 per cent of pay subject to a minimum of Rs.16.45 and a maximum of Rs.50/-.
B-2	i) Below Rs.1069/-	3.5 per cent of pay subject to a maximum of Rs.10/-.
	ii) Rs.1069/- and above	Amount by which pay falls short of Rs.1078/-.

CCA is presently admissible to about 56 per cent of central government employees. On the basis of a special study on comparative costliness carried out in respect of 26 centres for which statistical data was available with the Labour Bureau and Central Statistical Organisation, and after considering all relevant factors, government sanctioned payment of CCA in 1979 in 14 other places at the rates applicable in B-2 class cities.

17.2. It has been represented that the rates of CCA should be enhanced as there has been a steep rise in the cost of living in various cities. It has also been pointed out that the population criteria for classification of cities has many shortcomings and the classification should appropriately be with reference to the relative costliness of cities. The Staff Side in the National Council (JCM) have suggested that the rates of CCA may be as follows,-

A Class cities	10 per cent of pay
B-1 Class cities	8 per cent of pay
B-2 Class cities	6 per cent of pay
C Class cities	5 per cent of pay

It has also been suggested that there should be no ceiling on the amount of CCA for at least the non-gazetted staff.

17.3. Classifying cities on the basis of their comparative costliness is a complicated and time consuming process. Even the limited study which was done in the past, took considerable time and was possible in respect of a few cities only for which some data was already available. It may be difficult to carry out a special study in respect of all cities and towns in the country to determine their relative costliness. Moreover, the costliness of places is likely to vary from time to time depending upon the growth of industries and availability of various goods and services. It has also been pointed out that many of the bigger cities which have a well established marketing and transport system may not really be costlier than smaller cities which are not properly developed or are isolated. The suggestion that CCA should be paid at all places is difficult to accept as increases in the general cost of living are compensated by the scheme of payment of dearness allowance from time to time. We have

separately recommended a regular scheme for compensation for price rise and have also suggested improvements in the rates of house rent allowance and its payment at all places.

17.4. Having regard to all these, there is little justification for any modification of the existing scheme. However, there is need for rationalisation and simplification of the existing system of payment of CCA. We recommend that CCA may be paid to government employees in the various pay ranges at the fixed rates mentioned below,-

Pay Range (Basic pay)	Amount of CCA in Class of cities (Rs. p.m.)		
	A	B-1	B-2
Below Rs.950/-	30	25	20
Rs.950/- and above but below Rs.1500	45	35	20
Rs.1500/- and above but below Rs.2000/-	75	50	20
Rs.2000 and above	100	75	20

(II) Special Compensatory Allowances

17.5. Central government employees are at present eligible for payment of the following compensatory allowances on account of peculiar local difficulties,-

- (i) Hill compensatory allowance;
- (ii) Winter allowance;
- (iii) Special Compensatory Allowances such as border area allowance, remote locality allowance, difficult area allowance and disturbed area allowance;
- (iv) Bad climate allowance;
- (v) Tribal area allowance/scheduled area allowance/agency allowance; and
- (vi) Project allowance.

17.6. Hill Compensatory Allowance (HCA) and Winter Allowance (WA) are granted to employees as a compensation for higher cost of living at hill stations and for meeting the additional expenditure on fuel, warm clothing, etc. The existing rates of these allowance are as follows,-

	Hill Stations situated at a height of 1500 metres or more		Hill Stations situated at a height of 1000 metres or more but less than 1500 metre	
	Pay below - Rs.250/-	6.5 per cent of pay; Minimum - Rs.12/-	Pay below - Rs.330/-	5 per cent of pay
Hill Compensatory Allowance	Rs.250/- and above	6 per cent of pay; Minimum - Rs.16.20 Maximum - Rs.75/-	Rs.330/- and above	4.5 per cent of pay; Minimum - Rs.16.45; Maximum - Rs.50/-
Winter Allowance	Pay below - Rs.250/- Rs.250/- to Rs.1250/-	6.5 per cent of pay; Minimum - Rs.15/- 6 per cent of pay; Minimum - Rs.16.20 Maximum - Rs.40/-	Pay below - Rs.330/- Rs.330/- to - Rs.1250/-	5 per cent of pay Minimum - Rs.10/- 4.5 per cent of pay; Minimum - Rs.16.45; Maximum - Rs.25/-

While HCA is admissible throughout the year, WA is admissible for six months at places north of Tropic of Cancer and for four months at places south of it.

17.7. It has been represented that the WA should also be allowed throughout the year. It has also been suggested that places located between two hills which do not satisfy the present criterion of height for HCA should also be covered, as such places are reached only after negotiating the surrounding high hills. The cost of living in these places is said to be as high as at hill stations.

17.8. There are at present two different rates for HCA and WA depending upon the height of the hill station. The difference between the two rates is, however, marginal. The pay ranges for grant of the two allowances under the respective rates are also not uniform. Similarly there is not much justification for permitting payment of WA for four months at places to the south of Tropic of Cancer and for six months to its north. To simplify the payment of these allowances, we suggest that a composite allowance inclusive of the present HCA and WA should be allowed throughout the year at

all places where HCA is admissible at present. The rates of the composite allowance at all places where HCA is presently admissible may be as follows:-

Basic pay	Rate of composite HCA per month (Rs.)
Below Rs.950/-	50
Rs.950/- and above but below Rs.1500/-	70
Rs.1500/- and above but below Rs.2000/-	120
Rs.2000 and above	150

We also recommend that government may consider extending the composite HCA to places surrounded by hills but not qualifying for the allowance under the existing height criterion if these are not already covered by the scheme for grant of special compensatory allowance and if the conditions there are comparable with those of adjoining hill stations.

17.9. Special compensatory allowances in the nature of border area allowance, remote locality allowance and difficult area allowance are granted to central government employees at certain places because of exceptionally difficult local conditions. There are at present 23 different sets of rates of special compensatory allowance ranging from Rs.10 to Rs.550 per month as given in the Table on the following pages.

Sl.No.	Areas	Existing rates of Special Compensatory Allowance per month	
1.	Little Andaman, Nicobar and Narcondum Islands	30 per cent of pay to all employees with a maximum of Rs.400/- plus compensatory allowance at 12-1/2 per cent of pay to all employees with maximum of Rs.150/-.	
2.	North and Middle Andamans	25 per cent of pay to all employees with maximum of Rs.350/- plus compensatory allowance at 12-1/2 per cent of pay with maximum of Rs.150/-.	
3.	Throughout Lakshadweep & Minicoy Islands	35 per cent of pay to all employees with maximum of Rs.400/- plus compensatory allowance at 10 per cent of pay with maximum of Rs.150/-.	
4.	Difficult areas of Arunachal Pradesh	Pay upto Rs.500 -	35 per cent of pay;
		Pay above Rs.500 -	35 per cent of pay;
			Minimum Rs.250/-
			Maximum Rs.400/-.
5.	Following areas in Himachal Pradesh,-	Pay upto Rs.260/- -	Rs.100/-
	a) Pangi Sub-Division of Chamba District;	Pay Rs.261-650	50 per cent of pay;
		Maximum Rs.150/-	
	b) Bharamour Tehsil of Chamba District;	Pay above Rs.650/-	Rs.200/-
	c) Lahaul and Spiti District;		
	d) Kinnaur District;		
	e) Dodra - Kwar area of Rohru Tehsil, Parganas of Pandrabis and Atharabis, Gram Panchayats of Munish, Derkali and Kashapat of Rampur Tehsil of Simla District;		
	f) Pargana of Pandrabis of Kulu District;		
	g) Chhota Bahngal and Bara Bhangal area of Palampur Sub-Division of Kangra District.		

No.	Areas	Existing rates of Special Compensatory Allowance per month	
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Chimpuipui District of Mizoram and areas beyond
25 Km. from Lungali town in Lunglei District of Mizoram
Zaskar in Leh District in Jammu & Kashmir

30 per cent of pay to all employees with maximum Rs. 275.

Pay upto Rs.260/-

Pay Rs.261-650

Rs.90/-

45 per cent of pay;
Maximum Rs.150/-

Pay above Rs.261-650/-

Pay upto Rs.260/-

Rs.190/-.

Rs.70/-

Following areas in Jammu & Kashmir,-

- i) Niabat Bani, Lohi, Malhar and Macchodi in Kathua District;
- ii) Dudu Basantgarh, Lander Bhamag Illaqa, Thakrakote, Nagote in Udhampur District;
- iii) All areas in Tehsil Mahore except those in S.No.17(a) in Udhampur District;
- iv) Illaqa of Padder in Kishtwar Tehsil and Niabat Nowgam in Kishtwar Tehsil of Doda District;
- v) Noyama and Nobre of Leh District;
- vi) Entire Gurez-Niabat, Tangdar Sub-Division and Keran Illaqa of Baramulla District.

Pay Rs.261-650

35 per cent of pay;
Maximum Rs.120/-.

Pay above Rs.650/-

Rs.150/-.

Following areas of Himachal Pradesh,-

Same as at Serial No. 8

- a) Gram Panchayat Deothi (Taklech area) and Parganas of Chhaibis, Naubis, Sarahan and Barabis of Rampur Tehsil of Simla District;
- b) Chhuhar Valley of Joginder-nagar Tehsil of Mandi District;
- c) Mangal Panchayat area of Solan District;
- d) Cuter-Seraj and Malana Panchayat area of Kulu District.

Following areas of Uttar Pradesh,-

Same as at Serial No. 8.

- a) Dharachula;
- b) Munsiyari;
- c) Joshimath; and
- d) Bhatwari Development Blocks, (except District headquarters of Uttarkashi).

Sl.No.	Areas	Existing rates of Special Compensatory Allowance per month	
11.	Throughout Arunachal Pradesh other than areas covered by 4 above	Pay below Rs.500/- Pay Rs.500-649 Pay Rs.650 and above	25 per cent of pay; 25 per cent of pay with Minimum Rs.150 25 per cent of pay with Minimum Rs.225/- and Maximum Rs.400/-.
12.	Throughout Nagaland	Same as at Serial No.11.	
13.	Throughout Sikkim	25 per cent of pay to all employees with maximum of Rs.400/-.	
14.	South Andaman (including Port Blair)	20 per cent of pay to all employees with maximum of Rs.300/-plus compensatory allowance at 12-1/2 per cent of pay with Maximum of Rs.150/-.	
15.	Throughout Lunglei District excluding areas beyond 25 Km. from Lunglei town) of Mizoram.	25 per cent of pay to all employees with Maximum of Rs.225/-.	
16.	Difficult areas of Tripura	25 per cent of pay to all employees with Minimum of Rs.50/- and Maximum of Rs.150/-.	
17.	Following areas in Jammu & Kashmir,-		
	a) Areas upto Goel from Kamban side and areas upto Arnas from Keasi side in Tehsil Mahore of Udhampur District;	Pay upto Rs.260/- Pay Rs.261-650	Rs.50/- 25 per cent of pay with Maximum Rs.100/-.
	b) All places in Leh District other than those covered in 7 and 8 above;	Pay above Rs.650/-	Rs.120/-.
	c) Matchill in Baramulla District.		
18.	Throughout Aisawl District of Mizoram	20 per cent of pay to all employees with Maximum of Rs.175/-.	
19.	Throughout Tripura except areas at 16 above	Pay upto Rs.260/- Pay above Rs.260/-	Rs.40/- 15 per cent of pay with Maximum Rs.150/-.
20.	Throughout Manipur	Same as at Serial No.19.	
21.	Following areas of Himachal Pradesh State,-	20 per cent of pay to all employees with Maximum of Rs.100/-	
	a) Janjehli Block of Chachiot Tehsil of Mandi District;		
	b) Chopal Tehsil of Simla District;		
	c) Trans-Giri Tract of Sirmur District;		
	d) Churah Tehsil of Chamba District;		
	e) Kunr Panchayat and Belaj Pargana of Chamba Tehsil of Chamba District.		
22.	Following areas of Jammu & Kashmir State,-	Pay upto Rs.260/-	Rs.40/-
	Areas in Poonch and Rajouri Districts excluding the towns of Poonch and Rajouri and Sunderbani and other Urban areas in the two districts	Pay Rs.261-650/- Pay above Rs.650/-	20 per cent of pay with Maximum of Rs.85/-. Rs.110/-.

Sl.No.	Areas	Existing rates of Special Compensatory Allowance per month	
23.	Following areas in Jammu & Kashmir State,- Areas not included in 7, 8, 17 and 22 above but which are within the distance of 8 Km. from the line of actual control or at places which may be declared as qualifying for border allowance from time to time by the State Government for their own staff;	Pay upto Rs.260/-	Rs.35/-.
		Pay Rs.261-650	15 per cent of pay with Maximum of Rs.70/-.
		Pay above Rs.650/-	Rs.100/-.
24.	Following areas in Uttar Pradesh State,- Areas other than those covered in 10 in the border district of Uttarkashi, Chamoli and Pithoragarh, including District Headquarters of Uttarkashi, but excluding Champavat Tehsil of Pithoragarh District.	Same as at Serial No. 23.	
25.	Manali-Ujhi area, Parvati and Lagg Valley and Banjar Block of Kulu District in Himachal Pradesh State	6 per cent of pay to all employees with Maximum of Rs.40/-	
26.	Throughout Assam and Meghalaya	5 per cent of pay to all employees with Maximum of Rs.50/-.	

17.10. The basis for prescribing the different rates of these allowances is not quite clear and this has given rise to competing claims for payment of allowances at higher rates. We find that in the case of the Island territories, while the compensatory allowance is paid at the rate of 12-1/2 per cent in Andaman & Nicobar Islands, it is paid at the rate of 10 per cent in Lakshadweep & Minicoy Islands. However, the rate of the special allowance is 35 per cent in Lakshadweep & Minicoy Islands and it varies from 20 to 30 per cent in Andaman & Nicobar Islands. Similarly, while in the difficult areas of Arunachal Pradesh the allowance is paid at the rate of 30 per cent subject to a maximum of Rs.400/-, it is paid at 50 per cent in some areas of Himachal Pradesh, 45 per cent in some areas in Leh District of Jammu & Kashmir, 35 per cent in some areas of Jammu & Kashmir and Uttar Pradesh and at 30 per cent in some districts of Mizoram. In other difficult areas the rates are 15 per cent, 20 per cent or 25 per cent. The allowance is paid at the rate of 5 per cent subject to a maximum of Rs.50 throughout Assam and Meghalaya.

17.11. There is need for rationalising the rates of these allowances so as to bring about some uniformity in them for places with broadly similar local difficulties, conditions, etc. In the case of the Island territories, it will be desirable to have one composite compensatory allowance instead of two different types of allowances. Moreover, these allowances should be paid at flat rates. Keeping in view the pay scales recommended by us, we recommend the following rates for these allowances,-

Rates of Special Compensatory Allowance per month (Rs.)						
Sl. No.	Areas	Basic Pay below Rs.950/-	Basic Pay of Rs.950/- & above but below Rs.1500	Basic pay of Rs.1500/- & above but below Rs.2000	Basic pay of Rs.2000/- & above but below Rs.3000	Basic pay of Rs.3000 and above
1.	Areas listed at S.Nos. 1 to 10 of the Table given at paragraph 17.9	150	250	350	500	650
2.	Areas listed at S.Nos. 11 to 17 of the Table given at paragraph 17.9	125	200	275	400	525
3.	Areas listed at S.Nos. 18 to 24 of the Table given at paragraph 17.9	75	150	225	300	375
4.	Areas listed at S.Nos. 25 and 26 of the Table given at paragraph 17.9	20	40	60	80	100

17.12. In addition to Mizoram Compensatory Allowance the employees are also at present getting a Disturbed Area Allowance throughout Mizoram at the following rates,-

Pay below Rs.270/-	Rs.45 per month
Rs.270/- and above but below Rs.450/-	Rs.55 per month
Rs.450/- and above but below Rs.800/-	Rs.65 per month
Rs.800 and above but below Rs.1,100	Rs.75 per month
Rs.1,100 and above but below Rs.1,500	Rs.100 per month
Rs.1,500 and above	Rs.150 per month

The need for continuance of the allowance and the rates thereof may be re-examined by government taking into account the revised rates of special compensatory allowance suggested by us.

17.13. Since special compensatory allowances are granted for difficult local conditions in various places, it is necessary that the need for continuance of all these allowances and their grouping should be periodically reviewed by the government. We also recommend that if it is considered necessary to extend any of these allowances to any new area, that may be done on one of the rates suggested by us. We find that for Border Roads Organisation there are some areas where a special compensatory allowance is being paid but these areas are not included in the list for other central government employees. We suggest the inclusion of these areas also in the list of areas for grant of special compensatory allowances so that civilian employees as well as GREF personnel draw the allowance on uniform basis.

17.14. Bad Climate Allowance (BCA) is granted to central government employees to compensate them for the rigours of service in areas which have a bad climate. The allowance is granted at those places which are declared by state governments concerned as bad climate areas for grant of allowance to their staff. The rates of BCA for central government employees are, however, different. The existing rates are as follows:-

Pay below Rs.330/-	5 per cent of pay
Pay Rs.330/- to Rs.900/-	4.5 per cent of pay subject to minimum of Rs.16.45 with marginal adjustments.

It has been represented that the BCA should be admissible at the same rates as for state government employees. We are unable to agree as the structure of pay and allowances differs. We, therefore, recommend payment of BCA on the existing criteria without, however, any upper pay limit. We recommend the following rates for bad climate allowance:

Pay Range	Rate of Bad Climate Allowance per month (Rs.)
Basic Pay below Rs.950/-	20
Basic Pay Rs.950/- and above but below Rs.1500	40
Basic Pay Rs.1500 and above but below Rs.2000	60
Basic Pay Rs.2000 and above but below Rs.3000	80
Basic Pay Rs.3000 and above	100

17.15. Tribal Area Allowance (TAA) has been granted to central government employees in a few places on the basis of grant of similar allowance by the respective state governments to their employees. The rates of the allowance for the central government employees are, however, different and range from Rs.20/- to Rs.50/- per month. We recommend that the rates for this allowance should be the same as recommended by us for BCA.

17.16. We are informed that the TAA has recently been sanctioned in a few places by some state governments to their employees but it has not been extended to central government employees in those areas. The TAA is intended as an incentive for posting in tribal areas and we recommend its extension to central government employees in areas where it has been sanctioned by state governments.

17.17. Central government employees working at undeveloped and out of the way places in connection with construction of major projects are granted a project/construction allowance, which is primarily intended to compensate them for lack of amenities such as housing, schools, market, dispensaries at the project sites. The allowance is withdrawn in a phased manner as and when these

amenities become available at or near the project site. Guidelines for the grant of project allowance and the procedure for sanctioning the same were streamlined by the government in mid-seventies. The project allowance has also subsequently been extended to non-project employees located in project areas, at 50 per cent of the rates admissible to project employees. The existing rates of project allowance are as follows:-

Pay Range	Rates per month
Upto Rs.600/-	15 per cent of basic pay
Rs.601 to Rs.700	Rs.100
Rs.701 to Rs.1450	Rs.125
Rs.1451 to Rs.1750	Rs.150
Above Rs.1750	Marginal adjustment upto Rs.1900.

We do not recommend any change in the existing guidelines regulating grant of project allowance but recommend that the rates may be revised as follows:-

Pay Range	Rates of Project Allowance per month (Rs.)
Basic Pay below Rs.950/-	75
Basic Pay of Rs.950 and above but below Rs.1500	150
Basic Pay of Rs.1500 and above but below Rs.2000	225
Basic Pay of Rs.2000 and above but below Rs.3000	300
Basic Pay of Rs.3000 and above	375

(III) Risk Allowance

17.18. Risk Allowance is being given at different rates to certain categories of central government civilian employees whose normal duties involve special risks.

17.19. The Third Pay Commission increased special pay of Class-IV staff whose normal duties involved special risks from Rs.3/- per month to Rs.10/- per month. They also identified two more categories of employees who were already in receipt of special pay and raised it to Rs.10/- per month. These categories were (i) those engaged on duties involving greater hazards or whose health was liable to be adversely affected in graduated degrees over a prolonged period because of the particular avocation; and (ii) those employed in unpleasant or uncongenial occupations like sweepers in Railways, doing the following jobs,-

- (i) working in underground drains;
- (ii) cleaning sewer lines;
- (iii) working in trenching grounds; and
- (iv) working in infectious diseases hospitals.

They also suggested that government should appoint a committee to examine the feasibility of rationalising the grant of the allowance to certain categories of employees who were in receipt of allowances of this nature.

17.20. The Government of India constituted a committee in the Ministry of Finance, to examine the feasibility of rationalising payments which were in the nature of risk allowance, and thereafter granted a flat rate of allowance varying from Rs.15 per month to Rs.25 per month. The supervisors and gazetted officers continue to draw allowance at rates ranging from Rs.45 per month to Rs.100 per month.

17.21. Several suggestions have been received for grant of risk allowance mainly to the following categories of employees,-

- (i) Employees working in factories and industries where their duties involve risks;
- (ii) medical and para-medical staff in the hospitals, laboratories handling patients with infectious diseases/poisonous chemicals and drugs;
- (iii) working in the Government of India presses including compositors and other categories;
- (iv) veterinarians exposed to various health hazards while treating infected animals; and
- (v) scientists who are exposed to risks.

Suggestions have also been made regarding the amount of allowance varying from 10 per cent to 40 per cent of basic pay or for fixed amounts ranging between Rs.20/- and Rs.500/- per month.

17.22. Insurance cover against bodily injuries to those employees who are exposed to risks in the discharge of their duties has also been suggested. Policemen, paramilitary and armed forces personnel, meteorologists who deal with equipments like radars, hydrogen gas generators, customs inspectors, railway drivers, firemen, guards, travelling ticket examiners and gangmen on night patrol duties, central excise and customs employees doing field duty, intelligence personnel, income tax officers and staff carrying out raids, railway traffic inspectors, members of the customs preventive service who deal with smugglers and bailiffs who are responsible for collecting decreed amount, have been suggested for coverage under an insurance scheme.

17.23. The Ministry of Defence and Department of Railways have proposals under their consideration to rationalise grant of allowance for all categories of employees who are exposed to hazards.

We feel that the matter should be examined by an expert committee to be appointed by government for the purpose. The committee should not only examine the need for grant of allowance for different categories of employees, but also its adequacy. In the meantime, we recommend a 100 per cent increase in the existing rates.

17.24. We have also examined the question of providing an insurance cover in cases where employees are exposed to risks. It appears that the existing extra-ordinary pension rules cover such risks and it is not necessary to take a separate insurance policy for this purpose.

(IV) Non-Practising Allowance

17.25. Medical officers, who are in the whole time employment of the central government, are not permitted private practice at present; instead they are entitled to non-practising allowance (NPA). The Railway doctors are permitted restricted private practice among family members and dependent relatives of railway employees or passengers who fall ill while travelling and outsiders who may be admitted to railway hospitals. They are entitled to NPA at reduced rates. Different amounts of NPA are admissible for medical officers of Central Health Service, Railway Medical Service, Indian Ordnance Factories Health Service and for practitioners of Indigenous System of Medicine (ISM). Even within a service, there are different pay classifications for entitlement of NPA. The amount of NPA ranges from Rs.75/- per month to Rs.600/- per month. NPA is not granted to non-clinical posts of ISM in the research councils and to some ISM physicians working in UT. It is also not admissible for doctors holding purely administrative posts.

17.26. Suggestions have been received from engineers, architects, accountants, lawyers for granting NPA to them. Requests have also been received from para-medical and nursing staff for grant of NPA to them. We are not in favour of granting NPA to them.

17.27. Since ISM physicians in the central government are already getting NPA, we recommend that ISM physicians in UT may also be given NPA.

17.28. We recommend that payment of NPA may be extended to all other medical officers for whom a degree in medical science is prescribed as essential qualification.

17.29. We recommend that the rates of NPA may be revised as follows:

S.No.	Proposed Scale (Rs.)	Pay range in the proposed scale	Proposed rate of NPA (Rs.p.m.)
1.	1400-2300 (Medical officers of ISM)	All	125
2.	2000-3500	(i) Below Rs.3000	250
3.	2200-4000	(ii) Rs.3000 and above upto Rs.4000	400
4.	3000-4500	(iii) Above Rs.4000	550
5.	3000-5000		
6.	3700-5000		
7.	4100-5300		
8.	4500-5700		
9.	5900-6700	All	750
10.	7300 (fixed)		
11.	7300-8000		
12.	8000 (fixed)		

CHAPTER 18

TRAVELLING ALLOWANCE AND LEAVE TRAVEL CONCESSION

18.1 Travelling allowance (TA) is paid to a government employee to cover the expenses which he incurs in travelling on tour or transfer in the interest of public service. It is given in the form of cost of travelling, daily allowance (DA), conveyance allowance (CA) or permanent travelling allowance (PTA) and mileage allowance. The basic principle on which the rates of TA/DA are determined is that it should not be a source of profit to the government employee, but should be sufficient to meet his reasonable expenses.

18.2. At present employees are grouped into four grades for the purpose of TA/DA. These grades, however, have 13 pay ranges for purpose of DA and 6 pay ranges for entitlement of TA on transfer. The entitlement for class of travel based on pay range is also different. It will be desirable to make the groupings by pay range simple and uniform for various purposes relating to payment of TA and DA. We accordingly recommend the grouping of employees into the following pay ranges,-

- (i) Rs.5100 and above.
- (ii) Rs.2800 and above but less than Rs.5100.
- (iii) Rs.1900 and above but less than Rs.2800.
- (iv) Rs.1400 and above but less than Rs.1900.
- (v) Rs.1100 and above but less than Rs.1400.
- (vi) Below Rs.1100/-.

18.3. The Staff Side in the National Council (JCM) as also associations and individuals have represented that the present rates of daily allowance are inadequate and should be improved. These rates were last revised by government on January 6, 1983. Considering the increase in the expenditure which government employees have to incur while on tour, we agree that it is necessary to revise the rates of daily allowance. We recommend the rate of daily allowance mentioned below; the classification of cities and localities for the purpose will be the same as decided by the Ministry of Finance from time to time.

Pay Range	Localities other than those mentioned in Cols. 3 & 4	B-1 Class cities and expensive localities	A-Class cities and specially expensive localities
(1)	(2)	(3)	(4)
Rs.5100 and above	60	65	80
Rs.2800 and above but less than Rs.5100	50	60	75
Rs.1900 and above but less than Rs.2800	40	50	65
Rs.1400 and above but less than Rs.1900	35	45	55
Rs.1100 and above but less than Rs.1400	30	40	50
Below Rs.1100.	20	25	35

18.4. We also recommend the following rates of daily allowance when employees stay in hotel or other establishment providing board and/or lodging at scheduled tariffs,-

Rs.5100 and above	135	150	175
Rs.2800 and above but less than Rs.5100	105	120	150
Rs.1900 and above but less than Rs.2800	75	90	125
Rs.1400 and above but less than Rs.1900	50	65	80

(1)	(2)	(3)	(4)
Rs.1100 and above but less than Rs.1400.	40	50	65
Below Rs.1100.	25	30	40

18.5. At present DA at a place out-side headquarters for a continuous halt upto 30 days or more during tour/temporary transfer/training is paid as follows,-

- (i) first 30 days - Full daily allowance
- (ii) beyond 30 days - Half daily allowance upto 180 days
- (iii) beyond 180 days - Nil

It has been suggested that the existing scheme of scaling down of daily allowance causes hardship in cases where employees have to be on tour beyond 30 days in the interest of work. We have considered the matter and recommend that full DA may be given upto 180 days. In cases where prolonged stay is envisaged at the temporary duty station beyond 180 days, the appropriate course would be to issue the necessary transfer order.

18.6. Conveyance allowance is payable monthly to an employee who is required to travel extensively at, or within a short distance of his headquarters subject to prescribed conditions. It has been represented that the rates of conveyance allowance should be revised in the light of increase in the price of petroleum products, vehicles, and rise in the maintenance costs of vehicles. The rates were last revised in February, 1981. The price increase has been substantial and we recommend that the rates of conveyance allowance may be revised as mentioned below,-

Average monthly travel on official duty	Proposed rates of conveyance allowance for journeys by	
	Owened Motor car	Other modes of conveyance
1	2	3
	Rs.	Rs.
201-300 Km	300/- p.m.	100/- p.m.
301-450 Km	450/- p.m.	130/- p.m.
451-600 Km	550/- p.m.	170/- p.m.
601-800 Km	650/- p.m.	200/- p.m.
Above 800 Km	800/- p.m.	230/- p.m.

Other conditions of drawal of conveyance allowance will continue to apply.

18.7. The Staff side in the National Council (JCM) has suggested revision of the rate of cycle allowance which is Rs.8/- per mensem. The rate was last revised in 1979. We recommend that it may be raised to Rs.20/- per mensem subject to the existing conditions.

18.8. At present road mileage allowance is paid to the employees at specified rates. It has been suggested that for journeys by hired conveyance and public transport, the actual charges at the scheduled tariff rates should be reimbursed. We recommend that the rates of mileage allowance may be revised by government with due regard to the rates prescribed for Delhi by the competent authority.

18.9. Taking into consideration the pay ranges recommended by us, the entitlements for journey by rail on tour and transfer may be revised as under,-

Pay range	Travel entitlement
Rs.5100 and above	First Class AC
Rs.2800 and above but less than Rs.5100	AC two tier sleeper/First Class
Rs.1900 and above but less than Rs.2800	First class/AC Chair-Car
Rs.1400 and above but less than Rs.1900	First Class/AC Chair-Car
Rs.1100 and above but less than Rs.1400	Second Class (Sleeper)
Below Rs.1100.	Second Class (Sleeper)

18.10. No change appears to be called for in regard to travel by air except that we suggest that Additional Secretary to the Government of India and officers of equivalent rank may be allowed to travel by the executive class within the country.

18.11. The Staff Side in the National Council (JCM) has suggested that the income ceiling of Rs.250/- per mensem for dependant relatives may be raised to Rs.500/- per mensem. We accept the suggestion and recommend that the limit be raised from Rs.250/- to Rs.500/-.

18.12. A government servant transporting personal goods by road between places connected by rail can draw actual expenses but not exceeding the amount which would have been admissible had he taken the maximum admissible quantity of personal effects by goods train. It has been represented that it is more convenient to carry goods by road transport even between places connected by rail. But since road transport is more expensive, it is difficult to avail of it. Transportation of personal effects by rail may also involve transshipment and cause delays. We recommend that for carriage of personal effects by road between places connected by rail, the government employees may be reimbursed the actual expenditure on transportation of personal effects by road or the amount admissible on transportation by railway and an additional amount of not more than 25 per cent thereof, whichever is less.

18.13. It has also been represented that the present rates of reimbursement for transportation of goods between places not connected by rail, are not adequate and need improvement. We recommend that the existing rates which were fixed in 1981 may be doubled.

18.14. At present, on transfer, one fare is paid to the government employee and members of his family. But more often than not he has to travel ahead to join duty and after arranging for accommodation, or after the children's academic year is over, he has to return to the old station of duty to bring his family and transport personal effects. It has been suggested that an employee should, therefore, be entitled to three fares for travel to and fro from the new station while his family may continue to be entitled to one fare. The suggestion has merit. We recommend that an employee may be allowed an additional fare by the entitled class for both onward and return journey, in addition to the normal transfer TA entitlement, if he has to leave his family behind because of non-availability of government residential accommodation at the new place of posting.

18.15. Government have revised the transfer TA entitlements in January, 1986. With the revision of pay scales we recommend that lumpsum transfer grant and packing allowance may be revised as follows,-

<u>Pay range</u>	<u>Lumpsum transfer grant</u>	<u>Packing allowance</u>
	<u>Rs.</u>	<u>Rs.</u>
Rs.5100 and above	4000/-	1500/-
Rs.2800 and above but less than Rs.5100.	3000/-	1200/-
Rs.1900 and above but less than Rs.2800.	1500/-	900/-
Rs.1400 and above but less than Rs.1900.	1000/-	600/-
Rs.1100 and above but less than Rs.1400.	600/-	600/-
Below Rs.1100.	450/-	450/-

18.16. There is a scheme of travel assistance for children of central government employees during approved vacations subject to stipulated conditions. This may continue except that the present restriction of 150 Km may be dispensed with.

18.17. We have rationalised and enhanced the rates of TA/DA for government employees. We recommend that the rates may be reviewed by government periodically and revised as and when necessary.

Leave Travel Concession

18.18. The Leave Travel Concession (LTC) admissible to civilian employees of the central government other than Railway employees, consists of two schemes. Under the first scheme government meets the cost of travel to declared home town of the employee once in a block of two years. Under the second scheme which was suggested by the Third Pay Commission, the government

have permitted every employee to avail of the LTC for journey to any place in India in lieu of journey to home town once in a block of four years.

18.19. The main suggestions made by the unions and service associations of non-railway civilian employees are as follows,-

- (i) The definition of 'Family' may be liberalised to include dependent brothers and sisters who have attained majority as also parents who are in receipt of a pension below Rs.800/- per month.
- (ii) Home town journey may be fully reimbursed and no deduction should be made for the initial 160/400 Km.
- (iii) Yearly home town journey and anywhere-in-India LTC in a block of 2/3 years may be allowed.
- (iv) Daily Allowance or some other allowance may be granted to meet the expenditure on incidentals and for board and lodging.
- (v) Board and lodging facilities at concessional rates may be provided at important tourist places and hill stations.
- (vi) LTC to anywhere in India should be allowed to be encashed to avoid alleged malpractices.

18.20. Government of India have already modified the LTC rules providing for full reimbursement in respect of LTC for journey to home town once in a block of 2 years without any restriction in regard to the first 400/160 Km. Those whose home towns are situated within a distance of 400/160 Km. have now become eligible for reimbursement under LTC. Provision for undertaking journey in privately owned vehicles and private cars has been withdrawn. This will minimise misuse and malpractices to a considerable extent.

18.21. Encashment of LTC to anywhere in India would defeat the purpose for which it was recommended by the Third Pay Commission.

18.22. We have also considered the other suggestions made by unions and associations. We feel that rules of LTC to home town and anywhere in India as modified by the government are suitable and do not require any change.

CHAPTER 19

AGE OF SUPERANNUATION AND VOLUNTARY RETIREMENT

19.1. The age of superannuation for central government civilian employees is 58 years except for the following categories,-

- (i) scientific and technical personnel under the Departments of Atomic Energy and Space and Defence Research and Development Organisation who retire on attaining the age of 60 years,
- (ii) group D staff and workmen are retained in service upto the age of 60 years except in the following cases,-
 - a) In the Railways the group D staff with a few exceptions retire at the age of 58 years. However, the age of superannuation for group D staff recruited in the Railways prior to December 1, 1962 is as follows,-
 - (1) employees for whom the age of superannuation was 60 years prior to December 1, 1962, are allowed to continue in service upto that age.
 - (2) group D staff who had no prescribed age and were allowed to serve as long as they were medically fit, continue to enjoy the same benefit.
 - b) group D employees of the Secretariat Security Force who entered service on or after September 15, 1969, retire on attaining the age of 58 years.
- (iii) the age of superannuation is 55 years for police personnel upto the rank of commandant in the Border Security Force (BSF), Indo-Tibetan Border Police (ITBP) and Central Reserve Police Force (CRPF). In Assam Rifles, Railway Protection Force (RPF) and Central Industrial Security Force (CISF) the age of superannuation is 58 years.
- (iv) In the Coast Guard organisation, officers below the rank of commandant and subordinates and sailors retire on attaining the age of 55 years. However, enrolled followers are initially taken for 15 years on completion of which further extensions, each of 5 years' duration or such shorter period as will take the individual to the age of 55 years, are given,
- (v) whole-time officers of the National Cadet Corps who have been granted permanent commission retire at the age of 55 years. However girl cadet instructors retire at the age of 52 years,
- (vi) teachers in general retire on attaining the age of 60 years.

19.2. The age of superannuation for state government employees is also 58 years in most of the states. It is 55 years in a few states. In regard to group D employees under the state governments, the age of retirement is either the same as for other employees or higher, up to 60 years.

19.3. It has been urged by some associations that the age of superannuation for all employees should be raised to 60 years as with better health care facilities life expectation has increased and employees continue to be fit and efficient even after they have crossed the age of 58 years. Further, with changes in social norms and emphasis on family welfare, there are late marriages with the result that employees are unable to discharge the responsibility of settling their children by the age of 58 years. In respect of scientific and technical personnel it has been stated that in order to make the maximum use of such personnel, it would be beneficial if their expertise and services could be utilised for a longer period. They have also pointed out that in organisations like Council for Scientific and Industrial Research and Indian Council of Agricultural Research, scientific and technical personnel retire at the age of 60 and it will be desirable to raise the age of superannuation of such employees to 60 years in government departments. It has also been stated that scientists/technologists and medical officers start their careers at a higher age after completing professional studies and they should therefore be retained in service for a longer period so that they may become eligible for full pensionary benefits.

19.4. The suggestion for raising the age of superannuation to 60 years for government employees has received our careful consideration. Expectation of life over the years has been going up in the country as is borne out by the following information,-

Table 1*
Expectation of life at birth

	1951-61	1961-71	1971-81	1980
Male	41.9 yrs.	46.4 yrs.	50.9 yrs.	54.1 yrs.
Female	40.6 yrs.	44.7 yrs.	50.0 yrs.	54.7 yrs.

19.5. The trend of improved life expectation has been observed among central government employees also. The earlier pay commissions had collected information about survivals after retirement for selected categories of government employees. We have received similar information from the Railways and Defence (for civilian employees). A comparison with the earlier information is given in Table II.

**Source: Report of the Expert Committee on Population, Office of the Registrar General.*

Table II

Category of pensioners	Total No. of pensions sanctioned in 1960	Casualties upto 1970	Survivors	Percentage of survivors of survivors of pensions upto 1980 sanctioned in 1970	Total No. of pensions sanctioned in 1970	Casualties upto 1980	Survivors	Percentage of survivors
Gazetted Officers	595	68	527	88.57	312	21	291	93.27
Group C	3044	551	2493	81.89	4254	476	3781	88.88
Group D	776	181	595	76.67	2645	291	2354	89.00

19.6. There is thus a trend of higher expectation of life at birth and of survival for longer period after retirement. There is also some weight in the argument about longer time spent in acquiring higher qualifications before entering government service. At the same time it has to be appreciated that in a developing economy there is need to provide employment opportunities to a growing number of educated and skilled personnel. At the present stage of development of our economy we do not recommend any change in the existing age of superannuation of 58 years for central government employees.

19.7. As regards lack of uniformity in the age of superannuation among different categories of government employees, the Third Pay Commission pointed out that while group D staff in Railways (with a few exceptions) retired at 58, the age of superannuation for group D employees outside Railways was 60 years. They recommended that government should look into the matter and remove the lack of uniformity in regard to age of superannuation for group D staff in different government departments as circumstances permit. As the disparity continues to exist, we reiterate the recommendation of the Third Pay Commission.

19.8. In regard to scientific and technical personnel, the age of superannuation is 60 years in the Departments of Atomic Energy and Space and Defence Research & Development Organisation and 58 years in other organisations. We recommend that government may look into the matter and consider whether there is need for uniformity among various scientific departments in this respect taking into account the requirements of the organisations, need to retain suitable persons and other relevant considerations. In any case we are of the opinion that even in the case of scientific and technical personnel, who can continue in service up to 60 years of age under the existing orders, there should be a proper scrutiny before they are allowed to continue beyond 58 years.

19.9. This brings us to disparity in the age of superannuation of personnel of the central police organisations and other similar forces. The rationale for prescribing the age of superannuation as 55 years up to the level of Commandant in BSF, ITBP, CRPF, Coast Guard and NCC, and 58 years in Assam Rifles, RPF, CISF and Secretariat Security Force is not quite clear. It has been pointed out that the personnel of Assam Rifles are continuously deployed in difficult areas which adversely affect their physical fitness. It has therefore been suggested that to maintain personnel of proper physical fitness, the age of retirement of officers may be reduced to 52 years and for others it may range between 40 and 50 years. Lowering of the age of superannuation has been suggested for personnel of the BSF and ITBP as they have to work in border and difficult areas. The work of pioneers in the Border Road Organisation (BRO) involves strenuous physical work at all stages of road construction at high altitudes and other difficult areas. It has been brought to notice that they show a marked decline in efficiency after a certain age. It has therefore been suggested that the age of retirement of pioneers, who account for bulk of employees in General Reserve Engineer Force, may be reduced to 48 years.

19.10. A lowering of the age of retirement will not only adversely affect the pensionary benefits of personnel of these forces but may also create resettlement problems. At the same time it has to be recognised that sustained hard work, patrolling, etc., in snow bound and other difficult areas has its effect on the health and physical performance of personnel of BRO, ITBP and Assam Rifles who have mostly to operate in such areas. We recognise the importance of the problem and suggest that it may be examined with due regard to factors like the lowering of the age of retirement, reduction in the upper age limit for recruitment, remustering in different trades after proper training, and a review of deployment pattern between difficult and other areas. A comprehensive review on these lines is necessary and we recommend that government should examine the matter as a whole with due regard to the requirements of each organisation.

Voluntary Retirement

19.11. In accordance with the provisions of rule 48-A of the Central Civil Services (Pension) Rules, 1972, a government servant who has completed not less than 20 years qualifying service can retire from service with proportionate pension by giving notice of 3 months in writing to the appointing authority. A weightage of 5 years of qualifying service is given in such cases. Such retirement is on a voluntary basis, the initiative resting with the government employee. The government do not have the right to retire the employees at that stage.

19.12. Government employees can also seek premature retirement under the provisions of rule 56(k) of Fundamental Rules and rule 48(1) (a) of Central Civil Services (Pension) Rules on attaining the age of 50/55 years or on completion of 30 years qualifying service. Initially the weightage of 5 years was admissible only in cases of voluntary retirement under rule 48-A and was subject to the condition that the total qualifying service after allowing the weightage did not exceed 30 years and it did not take an employee beyond the date of superannuation. Subsequently, however, the position was liberalised and the weightage of 5 years has been given in all cases of voluntary retirement covered by rule 48(1)(a) and rule 48-A of Central Civil Services (Pension) Rules and clause (k) of rule 56 of the Fundamental Rules and the limit of 30 years has been raised to 33 years. The weightage is, however, not admissible in cases where the government employee is prematurely retired by government in the public interest under rule 48 of Central Civil Services (Pension) Rules or rule 56(j) of Fundamental Rules.

19.13. It has been urged by some unions that government employees, particularly those who have been superseded at the time of their promotion, may be permitted to retire voluntarily on completion of 10 or 15 years of service. It has also been suggested that the weightage of 5 years of service may be raised to 10 years or more.

19.14. We understand that since 1977, when the scheme of voluntary retirement was first introduced, there have been only a few cases of voluntary retirements mainly among those belonging to group A services. The existing rules permitting voluntary retirement after 20 years of service already provide an opportunity to those who do not wish to continue in service thereafter. Any further reduction in the period of service for voluntary retirement is likely to create difficulties in the retention of trained manpower in government service. Taking an overall view of the matter, we think that the existing rules for voluntary retirement are adequate and do not call for any change.

CHAPTER 20

GENERAL PROVIDENT FUND

20.1. Central government employees other than those who are permitted to subscribe to the Contributory Provident Fund, are compulsorily required to subscribe to the General Provident Fund (GPF) and amount not less than six per cent of emoluments as defined in the rules. The interest admissible on GPF accumulations has been revised from time to time, the current rate being 12 per cent subject to stipulated conditions. The scheme also provides for a Deposit Linked Insurance under which, in the event of death of a subscriber during service, his family is paid an additional amount equal to the average balance in his GPF account during three years immediately preceding his death which shall not, however, exceed Rs.10,000/- subject to other stipulated conditions. Advances from the fund are admissible to meet expenses of various types such as illness of self and family, cost of higher education and obligatory expenses in connection with the marriages and social ceremonies of dependents as stipulated under the relevant rules. Advances are also admissible to meet legal expenses and for purchasing a plot of land or constructing a house/flat for residential purposes. After an employee has completed 20 years of service, non-refundable withdrawals are permitted from the fund for specified purposes. Where the withdrawal is for meeting expenses on construction/acquisition of a house, etc., it can be permitted on completion of 10 years of service.

20.2. The unions and associations of employees have suggested several changes in the GPF rules. The more important of these are (i) increase in the rate of interest, (ii) increase in the amount of cover admissible under the Deposit Linked Insurance Scheme, (iii) provision for supply of pass books to all employees and (iv) increase in the amount of bonus when no withdrawals are made for three years.

20.3. A suggestion has also been made to discontinue contribution to the GPF, and if that is not possible, at least to make it optional. It has been argued that the present scheme involves considerable administrative expenditure without ensuring substantial mobilisation of savings. It has also been pointed out that many employees treat the GPF as a savings bank account and go on making withdrawals for one reason or other with the result that accretions to the fund have become marginal. It has further been stated that after the introduction of central government employees' group insurance scheme which provides more benefit to employees and their families on retirement/death in service, there is no need for continuing subscription to GPF. A reference has also been made to the Public Provident Fund Account to which the employees can contribute directly through Banks/Post Offices.

20.4. We have given careful consideration to the suggestions. According to the information given by the Controller General of Accounts, the existing balances in the various provident fund accounts amount to over Rs.3,000 crore. Further, though there are frequent withdrawals from the provident fund accounts by employees, there have been some net annual accretions to the funds ranging between Rs.24 crore and Rs.150 crore during the period from 1979-80 to 1983-84. It appears to us that even after introduction of central government employees' group insurance scheme which provides relief to the families of employees in case of death in harness, there is need for continuing the provident fund accounts which provide relief to employees at a time of genuine need while in service. Moreover, the GPF scheme has the advantage of permitting withdrawals which are not available to the same extent in the Public Provident Fund Accounts maintained by post offices and nationalised banks. We are not therefore in favour of either discontinuing the Provident fund scheme or making it optional, and recommend that it may continue to be compulsory for all employees at the existing rate of contribution. It is, however, necessary to tighten the rules for advances and withdrawals from the provident fund

accounts so as to reduce administrative and accounting work, and to retain the balance for the purposes for which the account has been made compulsory. To meet the genuine needs of the employees, we have separately suggested the grant of a non-interest bearing advance equal to half a month's basic pay, once a year, recoverable in not more than 10 instalments without linking it to any specified purpose. Accordingly, we recommend that no advance should be permitted from the provident fund account for any purpose whatsoever. Non-refundable withdrawals from the provident fund account should also be restricted and allowed only for purposes of higher education of children, marriage of self or children, illness of the employee and for purchasing a house site for building a house thereon, building/acquiring a house or a built flat for his residence including cost of the site. The limits and eligibility conditions for withdrawals may continue to be as at present except that in respect of withdrawal for owning a residence, there may be no restrictions on the amount to be withdrawn and/or the service rendered.

20.5. It was recommended by the Third Pay Commission that government should introduce the arrangement of issuing pass books to the employees showing the up-to-date position of their provident fund account. We have been informed that the recommendation has been implemented only for certain group D employees. We consider it necessary to repeat the recommendation that pass books should be issued to all employees showing the up-to-date position of their provident fund account. Even if it involves some extra work, the introduction of pass books will provide greater satisfaction to the employees.

20.6. We do not find adequate justification for increasing the existing limit of Rs.10,000/- for benefit under the Deposit Linked Insurance Scheme when other schemes are in operation for providing relief to families in case of death in harness. The scheme of a separate incentive bonus has been discontinued by government from the current financial year with the enhancement of the rate of interest from 10.5 to 12 per cent per annum from April 1, 1986, and change in the method of calculation of interest where withdrawals are made.

CHAPTER 21

CENTRAL GOVERNMENT EMPLOYEES' GROUP INSURANCE SCHEME

21.1. The Third Pay Commission had recommended the introduction of a compulsory insurance scheme for central government employees under which they were required to contribute at a single rate of Rs.5/- per mensem and in case of death while in service an amount of Rs.5,000/- was payable to their families. In case of superannuation, or if the employee demitted office, he was to be paid back the actual amount contributed by him without interest. The essential feature of the scheme was that it was mainly the interest on the contributions paid which financed the death benefit payable to the families of employees who died while in service. Government accepted the recommendations of the Commission with minor variations and introduced the central government employees' group insurance scheme with effect from July 1, 1977.

21.2. Subsequently, with a view to providing at a low cost and on wholly contributory and self financing basis, the twin benefits of insurance cover to the families of central government employees in the event of employees' death while in service, and a lumpsum payment to employees or their families on cessation of employment on account of resignation, death, retirement, etc., government, in consultation with representatives of the Staff Side in the National Council (JCM), introduced, in replacement of the earlier scheme, a new group insurance scheme with effect from January 1, 1982. The following are the features of the scheme,-

- (i) The rate of subscription varies from Rs.10/- to Rs.80/- per month depending upon the group to which the employee belongs. The insurance cover payable in the event of death of the employee also varies from Rs.10,000/- to Rs.80,000/- depending upon the rate of contribution.
- (ii) While a part of the subscription is credited to an insurance fund, the balance is diverted to a savings fund. From the savings fund, an amount equal to the portion of the subscription credited to the fund, together with interest thereon, is paid to the employee on cessation of employment or to his family if he dies while in service. On completion of 35 years of service, the amount payable from the savings fund initially ranged between Rs.23,460/- and Rs.1,87,680/-. As the rate of interest payable on the savings fund has been raised from 10 per cent to 11 per cent with effect from January 1, 1983, the benefit available to the employee from the savings fund is expected to be higher.

21.3. In reply to our Questionnaire the Staff Side in the National Council (JCM) have suggested that employees who wish to opt for higher group may be allowed to do so. It has also been pointed out that this would require maintenance of individual accounts. Some other associations of employees have urged that both the insurance cover and the lumpsum amount payable from the savings fund should be raised substantially. Reference has also been made to the army group insurance scheme which affords better benefits as compared to the scheme for civilian employees.

21.4. We have examined the army group insurance scheme. We find that while the insurance cover available under that scheme is more or less the same as on the civil side, the survival benefit is better. Another difference between the two schemes is that while on the civil side the rate of contribution and insurance cover/savings element are fixed, these have been increased periodically under the army scheme.

21.5. The higher benefits under the army scheme appear to have been ensured by investment of funds in fixed deposits and/or debentures of public sector undertakings and public limited companies by a specially constituted organisation set up for the purpose. On the civil side, however, the amounts collected are held in the public accounts of the central government. We are of the view that funds available under the central government. We are of the view that funds available under the central government employees' group insurance scheme should also be so managed as to earn higher return on investments, comparing favourably with that of the army scheme and the resultant benefits passed on to the employees. At any rate the return on funds under the scheme should not be less than the highest rate paid by government on any of its savings schemes.

21.6. Under the army group insurance scheme the rates of subscription have been increased periodically with corresponding increase in benefits to the employees and/or their families. There is need for upward revision of both the subscription rates and the benefits under the central government employees' group insurance scheme also, and government may accordingly review the position from time to time. For the present, we recommend that the rates of subscription and the insurance cover under the central government employee's group insurance scheme may be increased by 50 per cent.

CHAPTER 22

BONUS

22.1. Under the existing schemes, central government employees receive annually a certain amount over and above the salary - loosely called 'bonus'. This is of two kinds (i) productivity linked bonus (PLB); and (ii) ex gratia payment. Of these, the bulk of the central government employees are covered under the productivity linked bonus scheme in Railways, Posts & Telecommunications, production units under the Ministry of Defence and other establishments. However, there is some variation in PLB among different organisations due to adoption of different criteria suitable to the working of these organisations for determining the productivity. This is settled on the basis of a bipartite agreement between the management and the staff. The PLB schemes are stated to be permanent in the different bipartite agreements but the norms of productivity are subject to negotiation before the agreements are renewed. These vary from organisation to organisation. The bipartite agreements are generally for a period of three years.

22.2. Central government employees who are not covered by PLB scheme, receive ex gratia payment. The amount payable is fixed by government annually on ad hoc basis. We have not come across any such scheme in respect of government employees in other countries. We understand that different types of profit-sharing schemes are in existence in several countries but these are mostly confined to non-government sector. In our country, the payment of bonus is governed by Bonus Act, 1965, which is applicable to private and public sector undertakings but does not apply to government employees.

22.3. The PLB scheme was initially introduced in the Ministry of Railways in 1979-80 and was subsequently extended to Posts & Telegraphs department and the production units in the Ministry of Defence even though the Bhoothalingam Committee (1978) expressed its views against the system of grant of bonus to employees in government service, including the organisations mentioned above.

22.4. The functioning of these schemes was reviewed by a group of officers with Shri Bazle Karim, Secretary (Coordination), Cabinet Secretariat, as Chairman. While critically examining the schemes, the group considered the demand for grant of bonus to those central government employees who were not covered by the PLB schemes. They expressed the view that government departments constitute a single infrastructure for the economy as a whole and that there should be no sense of discrimination resulting in demoralisation among them as a group when the service conditions are uniform all along. They suggested the evolution of a productivity linked bonus scheme for central government employees as a whole. We understand that based on that recommendation and pending evolution of a single scheme of bonus for all employees who were not covered by the productivity linked bonus were allowed ex gratia payments equal to 15 days salary in 1982-83, 18 days in 1983-84 and 23 days in 1984-85.

22.5. Under both the schemes, while the eligibility of employees is confined to those drawing emoluments upto and including Rs.2500/- per month, the maximum amount of bonus payable is restricted to the amount admissible to those drawing up Rs.1600/- per month. Ninety eight per cent of the central government employees are covered by the schemes. We have not been able to ascertain the estimated cost incurred by government on payment of bonus but the expenditure on the schemes is likely to exceed Rs.300 crore per annum.

22.6. The shortcomings of existing PLB schemes have been highlighted by Bazle Karim Committee. The Railway Reforms Committee has also commented on the deficiencies of Railway PLB scheme. It appears from the reports that the schemes are not based on any rational or quantifiable norms of productivity/efficiency. We suggest that government should look into the matter at the earliest so that deficiencies may be removed at the time of renewal of PLB schemes.

22.7. As regards ex gratia payment, while there is nothing to prevent government from making such a payment if it so desires, it is in the nature of a concession arising out of goodwill and cannot be claimed as of right. It cannot, therefore, be said to form part of a regular scheme of emoluments of employees to whom it is granted.

CHAPTER 23

PROMOTION POLICY

23.1. Every employee who joins service, looks forward to a satisfactory career of progression. It is therefore necessary that the State, as the biggest employer, should lay down a fair and well-defined policy for the promotion of its employees. That in fact is one of the two basic conditions of a good public service, the other being the security of service, for which care has been taken in article 311 of the Constitution and the case law which has developed on it.

23.2. Much has been said on the subject. We content ourselves by saying that the procedure for selecting the employees for promotion should be drawn up and made known to all concerned. That will generate confidence in the method of selection and provide a degree of satisfaction to the employees. The area of consideration should also be demarcated well in advance with due regard to the nature and the level of the post. It should be made quite clear that eligible candidates must fulfil the prescribed qualifications and standards. Selection may be made through a written limited competitive examination, or by interview, or any other method, and due weight should be given to confidential reports, performance appraisals and other relevant record. Special attention should be paid to the basic requirement that there should be no doubt about the integrity and sense of discipline for the selected candidate. Given a sound promotion policy, employees of the central government will have the opportunity to progress as far and as fast as their talents, training and character can take them.

23.3. It has been represented by the unions and associations of government employees that measures should be taken to improve their promotional prospects. It has been pointed out that promotion to a higher grade is dependent upon the availability of vacancies which are limited. Accordingly, in most of the cadres a large number of employees have little opportunity for promotion and continue in the same scale of pay and stagnate after reaching the maximum. It has, therefore, been urged that every employee should be able to get at least one promotion after 15 years of service.

23.4. Government decided to undertake cadre reviews of such of the groups 'C' and 'D' staff where there was acute stagnation. An attempt was made to identify a few categories of such posts under various ministries/departments for the purpose of carrying out cadre review. Some progress was made in this regard but there were many difficulties in identifying such categories of posts where there was stagnation. In the railways, cadre reviews were undertaken for a large number of categories within the broad parameters approved for the purpose. However, similar reviews do not appear to have been undertaken in several ministries/departments.

23.5. Government also introduced selection grades in groups 'C' and 'D' cadres, subject to fulfilment of prescribed conditions, as a measure of relief to employees stagnating for long periods in the same grade without promotion. One of the conditions of eligibility for selection grade is that the employees should have completed 3/4th of the span of the scale subject to a minimum of 14 years of service. Further, the number of posts in the selection grades varies from 10 to 20 per cent depending upon the availability of promotional prospects in the concerned cadres. Where the promotional prospects are more than 50 per cent, no selection grade is provided. Where promotional prospects are 50 per cent or less, a sliding scale for the creation of selection grades has been laid down. There is also the stipulation that there should be direct recruitment in the cadre to not less than 75 per cent of the posts.

23.6. It has been pointed out that the existing instructions regarding creation of selection grades are complex and difficult to implement. The criterion prescribed for creation of selection grade posts does not provide any relief in cases where the number of posts of a particular category is small. It is also of no avail to incumbents of isolated posts whose number is quite considerable. It has therefore been suggested that the condition regarding the number of posts in the selection grade being a prescribed percentage of the number of posts in the ordinary grade should be waived where the number of posts is small. It has also been stated that there is no provision for grant of selection grades for

group 'B' posts. Thus, the benefit of selection grades is not uniformly available to all categories of employees.

23.7. As a measure of further relief for employees in groups 'B', 'C' and 'D' services/posts, government allowed one increment in the form of stagnation pay for those stagnating at the maximum of the scale for 2 years or more. It has been represented that the benefit of stagnation increment should be extended to group 'A' officers also as there are many cases where such employees stagnate at the maximum of their respective scales, particularly those in the junior and the senior time scales.

23.8. In the P&T departments, a scheme of one time-bound promotion after completion of 16 years of service has been introduced in the operative cadres. Under the scheme an employee is promoted to the next higher grade while performing the same duties, till he gets his promotion in the normal course. The scheme envisages a matching saving through higher productivity for which a reduction in the staffing norms to the extent of 5 per cent for the operative cadre and 15 per cent for the supervisory cadre have been prescribed. There is a demand from the P&T staff for a second time-bound promotion for the operative cadres after 25 years of service. The employees in other departments have also requested for extension of the time-bound promotion scheme to them on the lines of the P&T scheme.

23.9. It appears that introduction of selection grades and grant of one stagnation increment have proved to be temporary palliatives. A solution of the problem of stagnation and inadequate promotion opportunities should seem to lie in a rational cadre structure and long pay scales. It is recognised that promotional opportunities should be available to employees as motivation for them to contribute their best in the discharge of their duties. At the same time, the system of career progression should be consistent with the functional needs and requirements of the organisation. It may not, therefore, be feasible to lay down a rigid formulation as to the number of promotions which an employee should have in his career and the length of service which should qualify for such time-bound promotions. We feel that it is necessary that the impact of the scheme for time-bound promotion introduced in P&T departments should be carefully assessed both in terms of improvement of promotion prospects for the cadres concerned and operational efficiency of the departments. Such a review should be undertaken at the earliest, so that demands for further extension of the scheme may be properly dealt with. We have generally improved the span of the pay scales keeping in view the problem of stagnation. We have also suggested the system of effective efficiency bars, so that there may be periodic assessment of performance of an employee on a more meaningful basis.

23.10. We are also of the opinion that the present scheme of selection grades, which has not provided uniform benefit to various categories of employees, should be reviewed. We have recommended the scale of pay of Rs.750-8-790--EB-10-940 for group 'D' employees at the lowest level with a longer span, in replacement of the existing ordinary and selection grades. For certain other categories of posts also, like the organised accounts staff and the junior engineers, we have recommended that existing selection grades should become a promotional level. We are therefore of the view that the selection grades should not be continued for posts in group 'C' and 'D' where they are available at present. The existing incumbents in the selection grades may be allowed to continue in the appropriate scales recommended by us. In order to provide relief to those who reach the maximum of their scale of pay, we recommend grant of one stagnation increment on completion of every two years at the maximum of the respective scales. A maximum of three such increments may be allowed. The scheme of stagnation increment should be applicable to all cadres in groups in 'B', 'C' and 'D' and also for posts in group 'A' upto the senior time scale level. At the same time, there should be cadre reviews after a prescribed period with a view to identifying the grades/posts which could be upgraded taking into account their duties and responsibilities and consistent with the need to promote efficiency in administration.

23.11. The present procedure for promotion from group 'B' to group 'A' posts in organised services is not uniform. The percentage of posts prescribed for promotion varies from department to department and ranges from 20 to 50. Further, while in some services the percentage is related to the number of vacancies, in others it is a percentage of the posts. A promotion quota of 20 per cent for group 'B' employees appears to be inadequate and ministries/departments may review the position. We

also recommend that in all cases the number of posts available for promotion of group 'B' officers should be a percentage of the posts at group 'A' level and not related to the number of vacancies.

23.12. In order to meet the aspirations of the members of the group 'A' services and having regard to their role and functions, we have considered it necessary to provide some higher level posts in these services and to improve the pay scales. We further recommend that in respect of the group 'A' central services, the present condition regarding stagnation at the maximum of the junior administrative grade for two years for promotion to the selection grade, should be removed. We are of the view that the criteria for promotion to the selection grade and the basis for computing the number of selection grade posts should be uniform in the all-India and group 'A' central services. Our recommendations in regard to specific posts, after taking into account all relevant factors, are indicated in the chapters on the respective ministries/departments.

23.13. The need for providing faster promotions to more meritorious scientists was considered by the Third Commission which recommended the system of "*flexible complementing*". This provided in situ promotions generally within the three levels of junior time scale, senior time scale and junior administrative grade for officers in some of the scientific departments. The system appears to have worked well. In November, 1983, government issued further detailed guidelines for extension of the scheme of flexible complementing to all scientific/technical organisations. A modified version of the flexible complementing scheme under the name of the 'merit promotion scheme' is also in operation in some of the scientific departments like Atomic Energy and Space where some of the non-gazetted technical cadres like tradesman are also covered by the scheme. It has been represented that such a system of promotion based primarily on assessment of relative merit and performance should be introduced for all categories of employees including the administrative and ministerial staff. The system of '*flexible complementing*' and '*merit promotion*' are specially suited to the needs of the scientific personnel. Government may after a review of the working of the system consider extension of this scheme to other scientific organisations where it is not applicable at present. It is necessary to ensure that the system is based entirely on an objective assessment of merit and that it is not used merely to provide for career progression on a time-bound basis.

23.14. There are two main rules governing fixation of pay of government employees on promotion from one post to another involving assumption of higher responsibilities, namely, Fundamental Rules (FR) 22-C and FR 22 (a) (i). Under FR 22-C, the pay of an employee is first stepped up by one increment in the lower scale from which he is promoted and thereafter pay is fixed at the next higher stage in the pay scale of the higher post. This formula is applicable for promotion to posts carrying scales of pay the minimum of which is Rs.1500 or below. Under FR 22(a) (i), pay in the higher scale is fixed at a stage next above the stage at which pay is drawn in the lower scale. This rule applies for promotion to posts carrying scales the minimum of which is above Rs.1500. It has been represented by associations that the monetary benefit accruing on promotion under the existing rules is not adequate and needs improvement. The Staff Side in the National Council (JCM) have suggested that the general formula for fixation of pay on promotion should be to add five per cent of pay in the post held and thereafter the pay should be fixed at the next above stage in the higher scale.

23.15. We have considered the suggestions and are of the view that the formula for fixation of pay on promotion should be uniform. We accordingly recommend that FR 22-C should apply to all cases of promotion from one post to another subject to the condition that the amount to be added to pay in the lower post before fixing the pay in the higher post should not be less than Rs.25. The rule may be amended accordingly.

CHAPTER 24

SPECIAL PAY AND DEPUTATION (DUTY) ALLOWANCE

24.1. Special pay is granted as an addition of the nature of pay to the emoluments of a post or of a government employee, in consideration of –

(a) the specially arduous nature of the duties;

OR

(b) a specific addition to the work or responsibility.

24.2. The system of granting special pay has been in vogue in government for a long time. The number of posts having special pay, which was about 70,000 at the time of the Third Pay Commission, has gone up to over 2 lakhs. The Staff Side in the National Council (JCM) have urged in their memorandum that the system of special pay should continue.

24.3. The Third Pay Commission had observed that the system of special pay could not be discarded in the case of posts where persons had to be attracted for a fixed tenure or for the purpose of compensating genuine and discernible duties, but they were of the view that it should be used as sparingly as possible. While we recognise the need for granting special pay for compensating certain genuine cases, we think it necessary to limit the number of posts for grant of special pay. We have suggested revised scales of pay inclusive of special pay in some cases. Keeping in view the scales of pay proposed by us, we recommend that the existing rates of special pay, wherever admissible, may be doubled, subject to a ceiling of Rs.500 p.m

Deputation (Duty) Allowance

24.4. Deputation (Duty) Allowance is payable to employees to compensate them for duties which are outside their normal field of employment in public interest.

24.5. Government may suitably determine the rates of deputation allowance with reference to the revised scales of pay proposed by us. We suggest that deputation allowance may be given at fixed rates and not as a percentage of pay.

CHAPTER 25

WOMEN EMPLOYEES IN CENTRAL GOVERNMENT

25.1. Women employees in central government constituted 3.64 per cent of the total number of regular employees in 1981. The central government is a major employer of women. The largest number of women are employed in the Ministry of Communications, followed by Transport, Defence and Finance.

25.2. Women employees combine employment with their household duties. Working women, therefore, face special problems as their total working hours are much longer and they are exposed to greater degree of physical and mental strain. They deserve special facilities for night work and occupational health safety.

25.3. Education and economic needs are the most important factors responsible for increased entry of a new class of women in the field of employment. With a few exceptions, majority of women take to work for economic reasons. This is borne out by several studies on employment of women. An increasing number of women have to support their families both before and after marriage. Rising price levels, desire for improved levels of living, increasing cost of education and housing and lack of social security, have accentuated the economic pressure on women.

25.4. The International Labour Organisation has drawn attention to the problem of re-entry of women into employment after prolonged absence mainly caused by family reasons. Some countries have provided safeguards for working mothers protecting their right to employment in jobs previously held or comparable ones, after a stipulated period of absence on account of maternity. Countries in the early stages of social and economic development may find that an absolute commitment of this nature adversely affects women's employment opportunities. Re-entry after a prolonged absence due to family reasons may no doubt pose some problems, but in such cases, grant of extra-ordinary leave should be considered sympathetically as recommended in chapter 26. Some measures should also be adopted to solve the problem of women who seek employment at a later age, primarily for economic reasons. Loss of financial support due to widowhood or separation from husband make their need for employment more acute. The Department of Women and Child Development has suggested that the problem could be solved by permitting relaxation of age for entering government service. We agree that relaxation of upper age limit may be given for widows, divorcees and legally separated women, who are a special class of sufferers in the present stage of our society and who are compelled by force of circumstance to enter service late, by relaxing the age limit by 10 years that is upto the age of 35 years.

25.5. Educated women are reluctant to go and work in rural areas because of lack of residential accommodation. A single woman particularly finds it difficult to work in a new place unless she is provided with adequate accommodation and security. Government should therefore make special provision for them and construct single working women's hostel in all major centres of employment under government. Moreover, priority should be given to them in the allotment of residential accommodation.

25.6. While the problem of commuting to place of work is common to all government employees, it is acute in the case of certain categories of women employees who are required to work at odd hours. Sometimes, they have to travel late at night or very early in the morning when the public transport facilities are inadequate. The Department of Telecommunications has tried to provide some dormitory facilities for women telephone operators so that they do not have to travel at odd hours. They also provide limited transport facilities for such employees. These measures, however, do not fully meet the requirements but go a long way to ameliorate the working conditions of women employees. Nursing staff needs similar facility. We are of the opinion that for attending to their work, special facilities including chartered buses on payment, wherever possible, may be provided to such women employees.

25.7. The need for child-care services for employed women is well accepted but legal provision for it, has been made only for women in the organised industry. Adequate arrangements are at present lacking for women working in government offices. In big cities, where the problem due to distance and over-crowded public transport makes it difficult for women to take their children to their place of work, it would be desirable if creches are provided in their neighbourhood. In the alternative, where employees live in scattered areas, and such facilities cannot be provided in their residential areas, child care facilities may be provided in or near the office. The matter may be examined by government.

25.8. The Department of Women and Child Development has recommended that creche facilities should be provided for women employees wherever there are more than 30 women employees in one organisation or more than one organisation located in the same premises. This is a reasonable suggestion and may be implemented as far as possible.

CHAPTER 26

LEAVE AND OTHER FACILITIES

(I) Leave Entitlement

26.1. Central government employees are governed in the matter of leave by the Central Civil Services (Leave) Rules, 1972. Apart from earned leave and half pay leave, which are in the nature of regular leave, the Rules provide for other kinds of special leave such as leave not due, maternity leave, special disability leave, quarantine leave and extraordinary leave to cover specific contingencies.

26.2. The existing leave rules are quite comprehensive and do not require any major modification. We have considered the suggestions received and are of the opinion that following changes may be made in the Rules,—

- (i) At present the limit on accumulation of earned leave is 180 days. The same limit applies for encashment of earned leave at the time of retirement. It is the normal practice of employees to keep the balance of their earned leave as high as possible within the permissible limits so that leave may be available to them during emergencies such as sickness of self and members of family. As the present limit is operating harshly and to the disadvantage of the employees, we recommend that the existing limit of 180 days on accumulation of earned leave may be raised to 240 days. We also recommend that the limit on encashment of earned leave at the time of retirement, may also be raised to 240 days.
- (ii) Maternity leave is allowed to women employees during their confinement. It is also granted in cases of miscarriage and abortion, including induced abortion. Presently there is no limit on the occasions on which maternity leave may be availed of by a woman government employee. We recommend that, in consonance with the national objective of a small family, maternity leave may not be allowed to women employees having two children.
- (iii) We have considered the difficulties which working women face when they have a new-born child to look after. It has been suggested that the provisions regarding grant of half pay leave, leave not due and extraordinary leave may be suitably amended so that a woman employee in need of such leave may not be forced to return to work even though it is most essential for her for the sake of her new-born child to be on leave. Accordingly, it is recommended that a woman employee may be allowed to avail of any kind of leave to which she is entitled upto a maximum period of one year in continuation of maternity leave. This facility should, however, be allowed for two children.
- (iv) At present the conditions for grant of study leave preclude a government employee from availing of such leave if he is due to retire or has the option to retire from government service within 3 years of the date on which he is expected to return to duty after the expiry of leave. The existing rules permit an employee to seek voluntary retirement after 20 years of service subject to stipulated conditions. Accordingly, an employee is eligible to apply for study leave only if his total service under government is less than 17 years. It has been represented to us that it may not always be possible for an employee to avail study leave at this stage of his career. We therefore recommend that the words 'or has the option to retire' may be deleted from the Rules. Moreover, the existing rules are not clear on the point whether study leave can be granted in cases where the course of study is completed in more than one spell. We recommend that the Rules may be modified to make the position clear and study leave may, subject to the existing limits, be permitted in two spells where necessary.
- (v) Earned leave is credited in advance for government employees serving in departments other than vacation departments in two instalments of 15 days each on January 1 and July 1 of every calendar year. It has been pointed out that this is disadvantageous to employees in cases where they have already accumulated 180 days earned leave before January 1 or July 1 and have to

The pay limit for the grant of festival advance has been raised from Rs.600.00 to Rs.1,000.00. The amount of advance for purchase of motor car has been further increased to Rs.80,000 with effect from May 15, 1986.

26.16. Apart from advance under the General Financial Rules, government employees can also take advance from their provident fund accounts subject to the specified conditions. As the amount of each advance and the interest thereon, wherever applicable, are to be recovered in instalments, spread over several months, this involves considerable administrative and accounting work.

26.17. The amount of advances for purchase of motor car, motor cycle/scooter and bicycle do not require any change as they have been revised recently. Government may, however, review the position from time to time and make such changes as may be necessary taking into account the actual cost of the vehicles. The need for advance in connection with natural calamities has, for obvious reasons, to be left to be decided by government as and when occasion arises. For the other advances, there is need for reducing the administrative and accounting work involved in processing applications for various types of advances while ensuring that the genuine need for employees is met. We have separately recommended that advances may not be allowed to be taken from the provident fund account of the employees. To avoid hardship to the employees and to cater to their genuine requirements, we recommend that all employees may be allowed a non-interest bearing advance equal to half a month's basic pay once a year recoverable in not more than 10 instalments, without linking it to any specified purpose. Another advance may not be given unless the previous advance has been fully recovered. This may replace the advance for festival, purchase of table fan, warm clothing and for meeting expenses on legal proceedings presently admissible under General Financial Rules. The other advances like advance of pay on leave, transfer, etc. may continue. We have separately dealt with house building advance in chapter 14.

V. Welfare measures and canteen facility

26.18. Central government has provided a number of facilities for the welfare of its employees. While the Departments of Railways, Posts, Telecommunications and Defence look after their respective employees, the Department of Personnel deals with measures for the welfare of other government employees. The Department of Personnel has set up a number of centres such as recreational clubs/halls for indoor games and various other activities in offices. These centres receive grants from government. Initial grants for specific purpose are also considered by the government and sanctioned in deserving cases. In residential colonies where there is large concentration of the government employees, residents' welfare associations have been organised to help the employees in availing of amenities like fair price shops and milk centres. In addition there are 54 central government employees' welfare coordination committees functioning outside Delhi. These committees are functioning where there are at least five central government offices with a minimum of 1000 employees. These committees look after various welfare activities and also attend to problems relating to housing, transport, childrens' education, medicare facilities, etc. of employees. They also receive grants-in-aid for organising cultural activities, indoor games, etc. Staff Benevolent Funds (SBF) have been set up for helping the employees in difficulties like prolonged illness, premature retirement, death, etc. The benevolent fund is registered under the Registration of Societies Act.

26.19. Government also encourages participation of its employees in sports and athletics. A registered society called the Central Civil Services Sports Board is functioning under the Department of Personnel. It has regional boards in cities where the number of central government employees is more than 1000. At present there are 38 regional sports boards. The central board provides grants-in-aid to regional boards and organises all India civil services tournaments in collaboration with state governments. The tournaments are held in different States' capitals where civilian employees of the state government as well as the central government participate. Grih kalyan kendras have been established for the welfare of wives and children of government employees.

26.20. The railways are providing medicare, education, housing, holiday homes, subsidised hostels to their employees. There are about 100 hostels, 600 health centres. In addition there are 750 educational institutions comprising one degree college, 7 inter-colleges, 81 higher secondary, 31 middle and 635 primary schools. The railways have staff benefit fund for providing assistance to

meet exceptional hardships of their employees. The fund is utilised not only for helping out the members during difficulties but also for a variety of purposes like education of children, cultural activities, provision of artificial limbs, hearing aids, spectacles.

26.21. P&T has two funds; a Welfare Fund and a Compassionate Fund. After bifurcation of the two departments these funds are managed by the respective boards. The boards receive grants-in-aid from the government.

26.22. Civilian employees in the Ministry of Defence have a number of funds such as Defence Civilian Welfare (TB) Fund. It is a voluntary fund with subscriptions from members and grants made by the canteen store department and the Ministry of Defence. A benevolent fund for the secretariat employees and for the armed forces headquarters is also under operation. There is another fund known as the Ministry of Defence and AFHQ Welfare and amenities fund which is non-contributory and is financed entirely out of government grants.

26.23. A number of suggestions have been received for augmenting the welfare facilities available for the employees. It has been suggested that every office having more than 30 employees should have a recreation club with an annual grant of Rs.2000 irrespective of the number of employees with a provision that government may periodically examine the amount to be paid as grant.

26.24. It has also been suggested that there should be reservation of certain percentage of seats in professional colleges and other institutions of higher learning for the children of government employees having all India transfer liability. The suggestion has considerable merit as education of the children of such employees suffer on their transfer. Government may therefore consider this suggestion favourably and provide reservation of seats wherever possible.

26.25. It has also been suggested that government should provide facility of holiday homes and convalescent homes for its employees at subsidised rates. The suggestion may be considered and effort be made to provide the facilities on the lines provided by railways.

26.26. The present amount of grants for sports and recreation appears to be inadequate in view of the rising cost of equipment as well as periodicals. It is recommended that the amount of grants may be suitably enhanced. Government may also consider giving special grant at intervals of 5-6 years for replacement of sports equipments, furniture, etc.

26.27. The activities of the grih kalyan kendras are at present confined to three production centres at Delhi, Madras and Dehradun. Similar centres may be opened in other places also where there is concentration of government employees. Those interested in schemes like '*learning while earning*' may be provided suitable opportunities to work in these centres. The activities of the centres may also be diversified.

26.28. A suggestion has been received that central government employees having all India transfer liabilities should not be transferred away from their home towns during the last 3 years of their service to enable them to settle their affairs satisfactorily before retirement. Such a policy has already been followed by some state governments. Government may consider the advisability of transferring a central government employee with all India transfer liability to his home state during the last 3 years of his service.

Canteen facility

26.29. There are two types of canteens in government establishments and offices viz. (i) statutory canteens and (ii) departmental canteens. There are also tiffin rooms in smaller establishments. Statutory canteen are in government factories and workshops governed by the Factories Act. Except for the cost of provisions, the entire expenditure on running of statutory canteens and tiffin rooms is met by government. For departmental canteens, the grant covers 70 per cent of the pay of the authorised staff while the other facilities are the same as for statutory canteens.

26.30. The following criteria have been laid down by government for determining the type of canteen/tiffin room depending upon the strength of the staff:—

Total strength of Office/ Establishment	Type of canteen/tiffin room entitled
25-49	Tiffin room type B
50-90	Tiffin room type A
100-249	Canteen type D
250-499	Canteen type C
500-699	Canteen type B
700-1200	Canteen type A

If the strength of the office/establishment is more than 1200, the canteens may be grouped and categorised as Type 2A, 3A and so on.

26.31. Apart from the initial grant, the replacement grants for equipment, crockery/utensil and furniture are given after a period of 8 years, 5 years and 10 years respectively. The following are the rates of replacement grants :—

Type of Canteen	Amount of grant authorised			
	For equipment	For crockery, utensils, etc.	For furniture	Total
1	2	3	4	5
	Rs.	Rs.	Rs.	Rs.
A	12000	3000	5000	20000
B	9600	2400	4000	16000
C	7200	1800	3000	12000
D	6000	1200	2000	9200
Type of tiffin rooms				
A	500	200	-	700
B	500	200	-	700

26.32. The central government employees' associations have requested that grants-in-aid for canteen facilities should be revised in view of the price rise. The revision should include 100 per cent subsidy on the expenditure on the salary of canteen employees, subsidy on food articles like milk, cooking oil, sugar, tea, etc. It has been requested that meals and tiffin should be made available to every employee at cheaper and subsidised rates. If that is not possible, a tiffin allowance may be given. It has also been urged that the existing canteen facilities in terms of tidiness of the premises, proper furniture, equipment, utensils, cleanliness, hygiene in the kitchen and eating places, etc. should be improved.

26.33. A well organised canteen should meet the needs of the employees. While there is need for improving cleanliness and hygiene within the canteen/tiffin room by better management, there is no justification for government to meet the full cost of running the canteens including the cost of provisions. However, as canteens are being provided as a welfare measure, we recommend that the subsidy on the cost of establishment may be raised to 100 per cent from the existing 70 per cent for departmental canteens.

26.34. Rates of replacement grants for equipment, crockery/utensils and furniture were fixed in 1978. Since the prices of these items have gone up considerably, we recommend that the existing rates may be revised suitably.

26.35. The employees of the departmentally run canteens have claimed the status of regular government employees. Although they have been declared as "*holders of civil posts in connection with the affairs of the Union*", they have not been treated as regular employees. Some of them have filed a writ petition in the Supreme Court and the matter is '*subjudice*'. We are concerned with the problems relating to the pay scales and conditions of service, etc. of employees of the statutory canteens. Our recommendations for them can be made applicable to the employees of the departmental canteens also if the Supreme Court decides the case in their favour.

26.36. Some associations of government employees have suggested that facility on the lines provided by the canteen stores department for defence personnel may be made available to all central government employees. We do not think it will be feasible to do so. We have, however, noted that there is an existing network of consumer cooperative stores (*kendriya bhandars*) located in areas where there is concentration of central government employees in Delhi. These stores purchase goods directly from the manufacturers. That organisation may be strengthened and extended wherever possible. Government may consider providing accommodation on nominal rent to these stores. This may enable the stores to provide better and economical service to the consumers.

VI. Confirmation of employees

26.37. The government employees become permanent on confirmation against permanent posts subject to fulfilment of certain conditions. On confirmation, such employees are not only secure in their tenure, but they also become eligible for retirement and other benefits. Those employees who are not confirmed, continue either as temporary or quasi-permanent employees. Temporary employees who have put in more than three years of service are eligible for being declared as quasi-permanent under the prescribed service rules.

26.38. Generally, due to non-availability of permanent posts, a large number of employees continue as temporary or as quasi-permanent. This causes considerable hardship and frustration among the employees. It is also not a prudent personnel policy to continue a large number of employees on temporary basis.

26.39. The Third Pay Commission had recommended that 90 per cent of posts upto the level of deputy secretary in permanent departments and 50 per cent in temporary departments should be converted into permanent posts. In accordance with this recommendation, necessary orders were issued by government for conversion of temporary posts into permanent posts. As a result, there has been some reduction in the percentage of temporary employees. In March 1981, about 22 per cent employees were temporary as against 25.1 per cent in 1973 and 34.1 per cent in 1957. However, even after this improvement, the number of temporary posts in central government as on January 1, 1984 continues to be as high as 7.82 lakh, i.e. about 20 per cent of the employees.

26.40. Both quasi-permanent and temporary employees with service of 5 years or more are eligible for terminal gratuity but death gratuity is higher for quasi-permanent employees in some cases. The terminal benefits are, however, less than the retirement benefits of a permanent employee. A government servant who has rendered temporary service of not less than 20 years is eligible for retirement benefits on par with permanent employees, if he retires from service on attaining the age of superannuation.

26.41. A large number of employees still continue to be temporary mainly due to non-availability of permanent posts. If steps are taken to delink confirmation from availability of permanent posts, the problem of temporary employees will be solved to a large extent.

26.42. Grant of quasi-permanent status to employees is not automatic. It involves considerable administrative work and consequential delay. This causes frustration to the employees. A large number of respondents to questionnaire have suggested discontinuance of the system. We are in general agreement with this view and would recommend that the present system of making employees quasi-permanent may be dispensed with. Railways, where more than forty per cent of government employees are working, have no system of quasi-permanency.

26.43. We recommend that the position regarding temporary employees should be regularly reviewed so that not more than 10 per cent of them remain temporary for more than ten years.

VII. Uniforms and allowances

26.44. Provision of uniform for certain categories of employee is considered essential for efficient discharge of their duties. Generally uniforms are supplied to employees who frequently come in contact with public or whose official position must be distinctly known so that they may be easily identified by members of the public and by their own officers. Likewise, protective clothing and accessories are provided to those who are to face inclement weather and other special hazards. Government employees who are provided with uniforms can be placed in two categories – (a) those who are supplied with free uniforms, and (b) others who receive uniform allowance or kit allowance.

26.45. At present there is no uniformity as regards scales of supply or rates of allowance in the different organisations. Staff associations/unions have made several suggestions, such as, improvement in the quality of cloth, uniformity in scales and pattern, payment of stitching charges and increasing the rate of washing allowance. It has further been suggested that the matter should be left for settlement between the associations/unions and the departments.

26.46. At present a large number of employees are supplied with free uniforms but they are often found to be not wearing them while on duty. This defeats the very purpose for which uniforms are supplied. Government may review the existing position and restrict supply to employees for whom uniforms are considered essential. Necessary steps may be taken to ensure that the employees wear uniform while on duty and maintain the same properly. Rules regarding use of uniform may be strictly enforced and if necessary further supply may be discontinued if an employee is found to be attending to his duties without wearing the uniform regularly.

26.47. We recognise that the design and scale of uniform has to be determined by the concerned ministries/departments keeping in view their specific requirements. Government may issue suitable guidelines with regard to the quality of material, stitching, timely supply of uniform and other related matters. Departments may, however, have the freedom in the matter of procurement of cloth and other items of uniform as well as arrangement for stitching through organisations approved by government for this purpose. We are not in favour of payment of stitching charges to individual employee in view of its implications. As regards washing allowance, it has been increased from Rs.4/- to Rs.15/- per month for all common categories of groups C and D in January 1986 and does not call for any further change at this stage.

26.48. Rates of uniform allowance have been reviewed by some of the ministries/departments. Uniform allowance for IPS officers was reviewed in 1983 but there was no such review for officers of ITBP/BSF/CISF. Thus in comparable organisations within the same ministry, rates of uniform allowance continue to be different. We recommend that the rates of uniform allowance may be reviewed by respective ministries/departments and these should be same for comparable categories under each ministry/department. We also recommend that uniform allowance for officers of railway protection force, national cadet corps and border roads organisation, may be the same as prescribed for officers of central police organisations after review.

VIII. Classification of Services and Posts

26.49. Civil services and posts under the central government are at present classified under four groups as follows:-

Sl.No.	Description	Group
1.	A central civil post carrying a pay or a scale of pay with a maximum of not less than Rs.1,300.	A
2.	A central civil post carrying a pay or a scale of pay with a maximum of not less than Rs.900 but less than Rs.1,300.	B
3.	A central civil post carrying a pay or a scale of pay with maximum of over Rs.290 but less than Rs.900.	C
4.	A central civil post carrying a pay or a scale of pay the maximum of which is Rs.290 or less	D

26.50. There are, however, some exceptions to the above classification where grouping does not strictly follow this pattern. Postmen, mail guards, wiremen, linemen and border security force constables, who are in the scale of Rs.210-270 have been classified as group C. Similarly assistants in the central secretariat in the scale of Rs.425-800 have been placed in group B (non-gazetted). Foremen in the ordnance factories in the pay scale of Rs.840-1040 have been included in group C.

26.51. The Staff Side in the National Council (JCM) have suggested discontinuance of classification of employees under different groups, but a majority of the respondents to questionnaire are in favour of continuation of the existing classification. One advantage of classification is that it makes it possible for government to examine and decide matters of common interest to the group or groups concerned. It plays a vital role in disciplinary matters also. Moreover, it has become by now a well understood system of classification.

26.52. We recommend that the present system may be continued and the revised group-wise classification may be as follows:

Group

- A. A central civil post carrying a pay or a scale of pay with a maximum of not less than Rs.4000.
- B. A central civil post carrying a pay or a scale of pay with a maximum of not less than Rs.2900 but less than 4000/-.
- C. A central civil post carrying a pay or a scale of pay with a maximum over Rs.1150 but less than Rs.2900/-.
- D. A central civil post carrying a pay or a scale of pay the maximum of which is Rs.1150 or less.

Wherever there are deviations of the nature mentioned in paragraph 26.50 above the existing classification for those posts may continue. Government may, however, review the classification in such cases as and when necessary.

IX. Industrial and Non-Industrial Employees

26.53. There is no precise definition of industrial staff or non-industrial staff employed in the central government. Generally, those government employees who are covered under the definition of "worker" under the Factories Act, 1948, and the Industrial Disputes Act, 1947, are industrial staff and the rest are said to be non-industrial staff.

26.54. Industrial employees are governed by the labour laws which give them substantial rights to form a trade union, raise an industrial dispute concerning discharge, dismissal, retrenchment or termination of service, raise disputes on matters other than pay and allowances, weekly hours of work or leave and to seek adjudications thereon, receive prior intimation of any change in conditions of service, compensation for lay off and retrenchment, recovery of dues from employers through labour courts and right to go on strike subject to certain conditions, etc. The non-industrial employees on the other hand are governed by rules applicable to central government employees in general. The industrial employees get benefit of these rules also. There is thus duality of rules and regulations applicable to the industrial staff.

26.55. The Third Pay Commission suggested that government may take steps to terminate this duality of service conditions along with the uncertainties and anomalies. For this purpose, it was suggested that either the government industrial workers should be treated as 'excluded category' to be governed solely by rules made under Article 309 of the Constitution or the industrial workers of the government should be segregated from the non-industrial workers and should be given all the facilities and safeguards to which they are entitled under the labour laws.

26.56. This suggestion of the Third Pay Commission has yet to be acted upon. An amendment to the Industrial Disputes Act, 1947, has, however, been made with effect from August 21, 1984 by virtue of which it is possible for the government to keep their industrial establishments outside the purview of the Industrial Disputes Act. In that event, the industrial workers will have recourse only to government rules for settlement of grievances as applicable to other government employees. Similarly, though the original notification for setting up the Central Administrative Tribunals excluded the

employees governed by the Industrial Disputes Act from the scope of the Tribunals, an amendment introduced through the Administrative Tribunals (Amendment) Ordinance, 1986, subsequently omitted the relevant clause thus bringing the employees who are governed by the Industrial Disputes Act also within the framework of the Administrative Tribunals.

26.57. While there is no uniformity in the service conditions of industrial staff and non-industrial staff, including working hours, which vary from one establishment to another, there are significant disparities between industrial and non-industrial staff in respect of the rate at which leave is earned, accumulated, encashed, etc. as indicated below:-

Earned leave		Non-industrial employee	Industrial employee
1		2	3
(1)	Rate of annual earning	30	1-10 years 17 days 11-20 years 22 days 21 & above 27 days
(2)	Accumulation	180	60
(3)	Encashment at the time of retirement	180	60

Half Pay Leave

(1)	Communication	No limit on medical certificate.	15 days in a year. (10 days for defence employees).
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N.B. (i) On the railways, the industrial and non-industrial employees enjoy same benefits.

(ii) The industrial staff in the Ministry of Defence are eligible for 10 days half pay leave and 7 days casual leave in a year as against 20 days and 12 days elsewhere. However, they are eligible for 10 days sick leave which is not available to others.

26.58. In the following areas, the industrial and non-industrial workers enjoy similar benefits,-

- (i) Pensionary benefits.
- (ii) Maternity leave
- (iii) Extraordinary leave

However, the industrial staff are generally better placed than the non-industrial staff in respect of overtime payment and compensation for injury while on duty.

26.59. The federation and association representing industrial staff in the defence organisations have suggested that the difference in their leave entitlement vis-a-vis non-industrial staff may be removed. It has been pointed out that in the railways there is no difference between industrial and non-industrial staff in regard to leave entitlement.

26.60. Disparity in the matter of half pay leave between industrial and non-industrial staff in government departments, other than railways, was a matter which went before the Board of Arbitration (JCM). The Board gave an Award to the effect that there should be no disparity. The Award has been accepted and implemented by the government.

26.61. We have examined the matter with due regard to the suggestions received. We recommend that all industrial employees should have the same leave entitlement and encashment as admissible to industrial employees of the railways. While recommending this, we suggest discontinuance of all other kind of leave available to industrial employees at present but not available to non-industrial employees.

X. Joint Consultative Machinery

26.62. The scheme for Joint Consultative Machinery (JCM) and compulsory arbitration for central government employees has been in operation since 1966. It provides a forum for consultation between

the Government of India in its capacity as employer and the general body of employees at three levels. At the apex level, there is a National Council, with departmental councils and office councils at ministry/department and office levels respectively. The national council deals with general matters affecting the central government employees such as pay of common categories, dearness allowance and matters relating to categories of staff common to two or more departments which are not grouped together in a single departmental council. Matters affecting staff of a single department are considered in the departmental council and local or regional questions at the level of office councils.

26.63. Prior approval of the chairman is taken before a subject is included in the agenda for consideration of the national council. Their recommendations become operative after the approval of government is obtained. If there is final disagreement at the level of JCM on arbitrable issues, it is open to either side to refer the matter to the Board of Arbitration. Other items on which there is disagreement in council are referred to a committee of three ministers.

26.64. The Board of Arbitration follows quasi-judicial procedure. Subject to the over-riding authority of the Parliament, recommendations of the Board of Arbitration are binding on both sides. If, for reasons to be recorded in writing, the central government is of the opinion that all or any of the recommendations of Board of Arbitration should on grounds affecting national economy or social justice be modified, the central government shall, as soon as may be, lay before each House of Parliament the report of the Board containing such recommendations together with the modifications proposed and the reasons, therefor, and thereupon Parliament may make such modifications in the recommendations as it may deem fit. Modification may extend to the rejection of a recommendation.

26.65. So far 26 meetings of the national council have been held. From March 1973 to December 1984, 109 references were made to the Board of Arbitration, of which five were withdrawn. In 104 cases recommendations were made by the Board of Arbitration.

26.66. Railways have in addition to JCM scheme a Permanent Negotiating Machinery (PNM). This came into existence in 1951. In this the two recognised federations viz., All India Railwaymen Federation (AIRF) and National Federation of Indian Railwaymen (NFIR) are participating. The PNM is intended to resolve disputes and differences which may arise between the railway labour and administration. This scheme envisages settlement at three levels. In cases where no agreement is reached between the federations and the Railway Board, references are made to an ad hoc railway tribunal composed of representatives of labour, and administration, presided over by a neutral chairman. Three such tribunals have been set up since 1951. Both the Railway Board and federations waived their rights of representation on the tribunals on all the three occasions. The awards of these tribunals have been generally accepted and implemented by the government. It thus appears that the issues have been discussed and solutions found during discussions with organised labour in meetings under the PNM. Areas of differences which had to be referred to the tribunals were very few. The scheme is reported to have contributed in a significant way in preserving industrial peace in the railways.

26.67. The staff side have not suggested any modification in JCM scheme, nor have we received any proposal for change in the PNM. Thus it appears that both the schemes are functioning satisfactorily.

26.68. We have noticed that the Board of Arbitration generally gives non-speaking awards. It is difficult to appreciate the rationale behind a particular recommendation made by the Board. We recommend that government may consider whether the present scheme of JCM and compulsory arbitration should be so modified as to require that reasons for the recommendation of the Board of Arbitration should be given as far as possible.

VOLUME IV

INTRODUCTION

Volume IV is the concluding volume of Part I of our report and contains chapters 27 to 33. Chapter 27 deals with Union Territories, where revised pay scales have been suggested for some of the posts listed in the chapter. For the remaining posts the recommendations made in chapter 8 will apply.

The pay scales of armed forces personnel, their allowances and facilities have been dealt with in chapter 28. In chapter 29 we have discussed some of the issues relating to efficiency in administration and other matters. Fixation of pay in the proposed scales, date of effect of our recommendations and estimated cost of our recommendations have been dealt with in chapters 30 to 32. A summary of the main recommendations and conclusions are given in chapter 33.

CHAPTER 27

UNION TERRITORIES

27.1. There are at present nine Union territories (UT) specified in the First Schedule of the Constitution, namely, Delhi, Andaman and Nicobar Islands, Lakshadweep, Dadra and Nagar Haveli, Goa, Daman and Diu, Pondicherry, Chandigarh, Mizoram and Arunachal Pradesh. We have not dealt with Chandigarh in view of the stated policy of central government of transfer it to Punjab. Union territories are administered in accordance with the provisions of article 239 of the Constitution.

27.2. There are differences in UT in respect of size, location, accessibility, climate and level of development. There are about 2.15 lakh employees in UT.

27.3. Earlier, the policy of the government was to link the pay scales and allowances of UT with neighbouring states. That policy was changed in 1968, and at present the pay and allowances of UT employees are generally on the pattern of central government employees.

27.4. Associations of employees have asked for parity in pay scales with equivalent or comparable posts in the central government and other UT. We agree that, as far as possible, comparable posts in UT should have similar pay scales. But this may not always be possible particularly when the duties and responsibilities are not precisely stated or described with reference to the designations of the posts. It has also been suggested that whenever it is considered necessary to grant special pay or other allowance, that may be fixed with due regard to the difficulties and conditions of work in UT. We have kept this in view in formulating our proposals.

27.5. The scales of pay recommended by us in chapter 8 will apply to all posts in UT other than those for which specific recommendations have been made in this chapter. For Veterinary Officers in UT our recommendations in chapter 11 will apply. We have discussed various category of posts in different UT and have made specific recommendations regarding their proposed scales of pay in the following paragraphs.

27.6. There are the following five organised group B civil services in UT,-

Name of Service	Cadre strength (as on 1.1.1984)
1. Delhi, Andaman and Nicobar Islands civil service (DANICS)	279
2. Goa, Daman and Diu civil service	77
3. Pondicherry civil service	40
4. Mizoram civil service	48
5. Arunachal Pradesh civil service (APCS)	62

27.7. While the senior administrative posts in UT are manned by officers belonging to the Union territory cadre of IAS, the other posts are manned by officers of the respective group B civil services. UT civil services are organised and function somewhat on the lines of state civil services. In Arunachal Pradesh, there is also a junior civil service.

27.8. The method of recruitment to the DANICS and the Goa, Daman and Diu and Pondicherry civil services is the same - 50 per cent of the vacancies are filled by direct recruitment through UPSC on the basis of the civil services examination, the remaining 50 per cent vacancies are filled by promotion. Arunachal Pradesh and Mizoram civil services also have direct recruitment to 50 per cent posts, but the recruitment is not through UPSC. A competitive examination is conducted by a selection board consisting of representatives of the Ministry of Home Affairs and the concerned administration. UT civil service officers are promoted to IAS cadre of UT in the same manner as state civil service officers.

27.9. The DANICS association has pointed out that other services, recruited though the same civil services examination, have better promotion prospects. They have also pointed out that the parity with the Delhi Judicial Service (DJS) was disturbed in 1982 when higher pay scales were allowed to DJS. According to them, the main problem of the service is that promotion to IAS is unduly delayed and comes after about 20 years of service. It has also been represented that in some cases, the promoted officers are denied the usual increments on promotion to IAS under the existing rules governing fixation of pay.

27.10. The number of officers of UT civil services who are eligible for promotion far exceeds the number of vacancies in IAS. To provide reasonable promotion opportunities, we recommend that, for the present, direct recruitment to the UT civil services may be regulated with due regard to the number of vacancies which cannot be filled by promotion. This arrangement may be periodically reviewed and the cadre structure suitably readjusted.

27.11. To remove difficulty in pay fixation of promoted officers, we suggest that pay drawn in the feeder service may be protected as personal pay on promotion to IAS without adjusting it against future increments until such time as the officer is promoted to the supertime scale. Government may examine this suggestion and amend the rules if necessary.

27.12. The scales of pay of DJS were revised by government in 1982. Since government have already decided to give a higher scale of pay to DJS, the same may continue. In other UT, however, pay scales of civil service and judicial service may continue to be similar. Members of DANICS will get the scale of pay recommended by us in chapter 8.

27.13. In Arunachal Pradesh, there is an Arunachal Pradesh Civil Service (Junior) which acts as a feeder to the APCS. The circle officers of Mizoram have represented that they have no promotion channels and have suggested that a Mizoram Civil Service (Junior) on the pattern of the Arunachal Pradesh Civil Service (Junior) should be constituted. The proposal deserves consideration and government may examine it and take a decision.

27.14. There are four organised group B police services, namely, Delhi, Andaman and Nicobar Islands Police Service (DANIPS), Goa, Daman and Diu Police Service (GDDPS), Pondicherry Police Service (PPS) and Mizoram Police Service (MPS). The other UT do not have organised police service. UT police services are similar to UT civil services in respect of cadre structure, recruitment procedure and service rules. The service problems are also similar.

27.15. There is also problem of stagnation in the UT police services. We recommend that as we have suggested in the case of civil services, direct recruitment may, for the present, be regulated with due regard to the number of vacancies which cannot be filled by promotion. However, this arrangement should be periodically reviewed and the cadre structure readjusted suitably as and when necessary. Similarly, in respect of officers promoted to the IPS, our suggestion regarding protection of pay of UT civil service officers may apply.

27.16. Uniform grant in UT ranges from Rs.600 to Rs.1125 and kit maintenance allowance is Rs.20/- per month in Delhi. Administrations of UT have suggested that the uniform grant and kit maintenance allowance should be more realistic in view of increasing prices. We have considered the matter and recommend an initial uniform grant of Rs.1200/-, renewal grant of Rs.1000/- every 7 years and a kit maintenance allowance of Rs.40/- per month for all UT police services. These rates may be periodically revised.

27.17. There are organised judicial services in Delhi, Goa and Pondicherry. Judicial officers in Dadra and Nagar Haveli, Andaman and Nicobar Islands and the Lakshadweep Islands are on deputation from the neighbouring states. In Arunachal Pradesh and Mizoram, executive officers perform judicial functions as well, except in the courts of the District Council in Mizoram, which mainly deal with cases under customary law and litigation between persons who are members of the Scheduled Tribes.

27.18. The junior scale of pay of the DJS was revised by government in 1982. Since government have allowed a higher scale at this level of the DJS, the same may continue. Members of judicial services in other UT may be given the scales of pay recommended in chapter 8.

27.19. It appears that there is no uniformity in the recruitment or appointment by transfer of law secretaries in UT. We recommend that, as far as possible, the posts may be filled by taking an officer on deputation from the judicial service and he may be given a suitable special pay.

27.20. The pay scales in UT have evolved on the basis of their requirements and have their internal relativities. The reasons for the differences in their structure of emoluments have therefore to be kept in view. We have examined the pay scales of various posts in UT keeping in view the specific recommendations of the respective administration with due regard to their qualifications, method of recruitment, duties and responsibilities. We have tried, as far as possible, to evolve a uniform pattern of pay scales for comparable posts and have listed below such posts for which uniform scales of have been proposed.

S.No.	Department	Designation	Proposed pay scale
UNION TERRITORY OF DELHI			
1.	Deputy Commissioner's Office	Patwari (Rs.260-350)	950-1500
2.	Land and Building Department	Patwari (Rs.260-350)	950-1500
3.	Directorate of Industries	Manual assistant (Rs.200-250)	800-1150
4.	Directorate of Social Welfare	Programme officer (Integrated) Child Development) (Rs.700-1300)	3000-4500
5.	- do -	Assistant supervisor (Work Centre for Women) (Rs.550-900)	2000-3500
6.	- do -	House visitor (Rs.330-480)	1200-2040
7.	Social Welfare Department	Nurse (Male) (Rs.425-640)	1400-2600
8.	Development Department Office of the Deputy Director (Horticulture)	Forester (Rs.210-270)	950-1400
9.	- do -	Forest guard (Rs.196-232)	775-1025
10.	Rehabilitation Services	Tailor skilled (Rs.260-350)	950-1500
11.	Labour Commissioner's Office	Inspector of factories (Rs.500-900)	2000-3500
12.	Central Jail	Nurse (Male) (Rs.425-640)	1400-2600
13.	Bureau of Economics & Statistics	Director (Rs.1100-1600)	3700-5000
14.	Directorate of Training & Technical Education (College of Pharmacy)	Laboratory assistant (Rs.290-500)	1200-2040
15.	Directorate of Training & Technical Education	- do -	1200-2040
16.	Department of Education	Selection grade post graduate teacher, Head master, etc. (Rs.775-1000)	2000-3500
17.	- do -	Selection grade trained graduate teacher/Assistant teacher, etc. (Rs.740-880)	1640-2900
18.	- do -	Selection grade primary teacher, etc. (Rs.530-630)	1400-2600
19.	Directorate of National Cadet Corps.	Instructor (Ship modelling) (Rs.380-560)	1400-2300
20.	Directorate of National Cadet Corps	Instructor (Aeromodelling) (Rs.380-560)	1400-2300
21.	Directorate of Health Services	Assistant matron (Rs.550-900)	2000-3200
22.	- do -	Assistant nursing superintendent (Rs.550-900)	2000-3200
23.	- do -	Sister (Nursing) (Rs.455-700)	1640-2900
24.	Directorate of Health Services	Nurse Public Health (Rs.425-640)	1400-2600
25.	- do -	Nurse staff (Rs.425-640)	1400-2600
26.	Lok Nayak Jai Prakash Narain Hospital	Assistant nursing superintendent (Rs.550-750)	2000-3200
27.	- do -	Sister tutor (Rs.550-750)	2000-3200
28.	- do -	Theatre master (Rs.550-750)	2000-3200
29.	- do -	Nurse public health (Rs.455-700)	1640-2900
30.	- do -	Sister home (Rs.455-700)	1640-2900
31.	- do -	Sister nursing (Rs.455-700)	1640-2900
32.	- do -	Nurse public health (Rs.425-640)	1400-2600
33.	- do -	Nurse staff (Rs.425-640)	1400-2600
34.	- do -	Audiometric assistant (Rs.260-430)	1400-2300
35.	Maulana Azad Medical College	Nurse public health (Rs.455-700)	1640-2900
36.	Maulana Azad Medical College	Auxiliary nurse-cum-midwife (Rs.260-350)	950-1500

S.No.	Department	Designation	Proposed pay scale
37.	Hospital for Mental Diseases	Assistant matron (Rs.550-750)	2000-3200
38.	- do -	Sister (Nursing)/Ward master (Rs.455-700)	1640-2900
39.	- do -	Nurse psychiatric (Rs.425-640)	1400-2600
40.	- do -	Nurse staff (Rs.425-640)	1400-2600
41.	G.B. Pant Hospital	Assistant nursing superintendent (Rs.550-750)	2000-3200
42.	- do -	Sister (nursing) (Rs.455-700)	1640-2900
43.	- do -	Nurse staff (Rs.425-640)	1400-2600
44.	Police Department	Sub-Inspector of police (Rs.425-600)	1400-2300
45.	- do -	Head constable of police (Rs.260-350)	950-1500
46.	- do -	Selection grade constable (Rs.225-308)	950-1400
47.	- do -	Constable (Rs.210-270)	825-1200

UNION TERRITORY OF ANDAMAN AND NICOBAR ISLANDS

1.	Office of the Deputy Commissioner, Andaman	Tehsildar (Rs.470-750)	1640-2900
2.	District Administration, Nicobar	Tehsildar (Rs.470-750)	1640-2900
3.	Prosecution Branch, Office of District Magistrate	Assistant public prosecutor (Rs.550-750)	2000-3200
4.	Revenue, Survey & Settlement	Patwari (Rs.260-350)	950-1500
5.	Jail Department	Jailor (Rs.550-750)	1640-2900
6.	- do -	Weaving instructor (Rs.210-290)	950-1400
7.	Supply Office	Inspector of weights & measures (Rs.330-560)	1400-2600
8.	Forest Department	Mahout (Rs.210-290)	825-1200
9.	- do -	Forest guard selection grade (Rs.210-270)	950-1400
10.	Forest Department	Forester (Rs.210-270)	950-1400
11.	Office of the District & Session Judge	Superintendent (Rs.550-700)	1640-2900
12.	Marine Department	Second class master (Rs.330-480)	1200-2040
13.	- do -	Serang (Rs.330-480)	1200-2040
14.	- do -	Time keeper (Rs.260-400)	1200-2040
15.	- do -	Tally clerk (Rs.260-400)	1200-2040
16.	Marine Department	Carpenter grade II (Rs.260-350)	950-1500
17.	- do -	Carpenter grade III (Rs.260-350)	950-1500
18.	- do -	Moulder grade I (Rs.260-350)	950-1500
19.	- do -	Moulder grade II (Rs.260-350)	950-1500
20.	Marine Department	Electrical fitter (Rs.260-350)	950-1500
21.	- do -	Sub-station attendant (Rs.260-350)	950-1500
22.	- do -	Machine turner grade II (Rs.260-350)	950-1500
23.	- do -	Machine turner grade III (Rs.260-350)	950-1500
24.	- do -	Fitter grade I (Rs.260-350)	950-1500
25.	- do -	Fitter grade II (Rs.260-350)	950-1500
26.	Directorate of Education	Laboratory assistant selection grade (Rs.530-610)	1350-2200
27.	Government College	Laboratory assistant selection grade (Rs.530-610)	1350-2200
28.	Directorate of Education	Laboratory attendant selection grade (Rs.470-580)	1350-2200
29.	Directorate of Education	Selection grade post-graduate teacher head master etc. (Rs.775-1000)	2000-3500
30.	- do -	Selection grade trained graduate teacher/assistant teacher etc. (Rs.740-880)	1640-2900
31.	- do -	Selection grade primary school teacher etc. (Rs.530-630)	1400-2600
32.	Directorate of Health Services	Assistant matron (Rs.550-750)	2000-3200
33.	- do -	Sister nursing/ward sister (Rs.550-750)	2000-3200
34.	- do -	Nurse public health (Rs.455-700)	1640-2900
35.	- do -	Sister tutor (Rs.455-700)	1640-2900

S.No.	Department	Designation	Proposed pay scale
36.	Directorate of Health Services	Staff nurse (NICP)/OT nurse/Staff nurse/ Senior male nurse (Rs.425-640)	1400-2600
37.	- do -	Auxiliary nurse-cum-midwife (Rs.260-350)	950-1500
38.	Police Department	Sub-inspector (Rs.425-600)	1400-2300
39.	- do -	Head constable (Rs.260-350)	950-1500
40.	- do -	Selection grade constable (Rs.225-308)	950-1400
41.	- do -	Constable (Rs.210-270)	825-1200

UNION TERRITORY - LAKSHADWEEP

1.	Administrator's Secretariat	Inspector of weights & measures (Rs.425-600)	1400-2600
2.	Collectorate	Assistant public prosecutor (Rs.425-700)	2000-3200
3.	Department of Information & Publicity	Information assistant (Photography) (Rs.425-600)	1400-2300
4.	- do -	Information assistant (Rs.425-600)	1400-2300
5.	Judicial Department	Deputy nazir (Rs.330-480)	1200-2040
6.	- do -	Head clerk (Rs.330-480)	1200-2040
7.	Department of Education	Education officer (Rs.650-1200)	2200-4000
8.	- do -	Selection grade post-graduate teacher, Head master etc. (Rs.775-1000)	2000-3500
9.	- do -	Selection grade graduate teacher/ Assistant teacher etc.(Rs.740-880)	1640-2900
10.	- do -	Selection grade primary school teacher etc. (Rs.530-630)	1400-2600
11.	- do -	Dance-cum-music teacher(Rs.210-290)	950-1400
12.	- do -	Statistical assistant (Rs.425-600)	1400-2300
13.	Medical & Public Health Department	Theatre trained nurse (Rs.500-900)	1640-2900
14.	Medical & Public Health Department	Theatre trained nurse (Rs.455-700)	1640-2900
15.	- do -	Staff nurse (Rs.425-640)	1400-2600
16.	- do -	BCG technician (Rs.260-350)	950-1500
17.	Police Department	Sub-inspector of police (Rs.425-600)	1400-2300
18.	- do -	Head constable of police (Rs.260-350)	950-1500
19.	- do -	Constable (Rs.210-270)	825-1200

UNION TERRITORY OF DADRA AND NAGAR HAVELI

1.	Administrator's Secretariat	Assistant public prosecutor (Rs.550-750)	2000-3200
2.	Department of Excise	Distiller (Rs.260-350)	1400-2300
3.	Social Welfare Office	Tailoring instructor (Rs.110-180)*	950-1500
4.	Office of the Deputy Conservator of Forests	Forester (Rs.210-270)	950-1400
5.	- do -	Forest guard (Rs.196-232)	775-1025
6.	Department of Technical Education, Industrial Training Institute	Compositor (Rs.290-480)	1200-1800
7.	Department of Education	Selection grade post-graduate teacher, Head master etc.(Rs.775-1000)	2000-3500
8.	Department of Education	Selection grade trained graduate teacher/Assistant teacher etc. (Rs.740-880)	1640-2900
9.	- do -	Selection grade primary school teacher (Rs.530-630)	1400-2600
10.	Medical & Public Health Department	Sister incharge (Rs.425-640)	1400-2600
11.	- do -	District public health nurse (Rs.425-640)	1400-2600
12.	- do -	Ophthalmic Assistant (Rs.330-560)	1350-2200
13.	- do -	BCG technician (Rs.260-350)	950-1500
14.	- do -	Staff nurse (Rs.260-350)	950-1500
15.	- do -	Auxiliary nurse-cum-midwife (Rs.260-350)	950-1500

S.No.	Department	Designation	Proposed pay scale
16.	Police Department	Inspector of police (Rs.550-750)	1640-2900
17.	- do -	Sub-inspector of police (Rs.380-560)	1400-2300
18.	- do -	Company commander (Rs.380-560)	1400-2300
19.	Police Department	Head constable (Rs.260-350)	950-1500
20.	- do -	Head constable (armed) (Rs.260-350)	950-1500
21.	- do -	Constable (Rs.210-270)	825-1200
22.	- do -	Constable (armed) (Rs.210-270)	825-1200

UNION TERRITORY OF GOA, DAMAN & DIU

1.	Collectorate of Goa	Talathi (Rs.260-350)	950-1500
2.	Collectorate of Daman	Talathi (Rs.260-350)	950-1500
3.	Civil Administration Department, Diu	Talathi (Rs.260-350)	950-1500
4.	District and Subordinate Courts	Shitastadar (Rs.550-750)	1640-2900
5.	Directorate of Prosecution, Law & Judiciary	Assistant public prosecutor (Rs.550-900)	2000-3200
6.	Office of the Inspector General of Prisons	Assistant Superintendent (Rs.550-750)	1640-2900
7.	- do -	Nurse (male) (Rs.425-640)	1400-2600
8.	- do -	Head warder (Rs.380-560)	1400-2300
9.	Forest Department	Forest guard (Rs.196-232)	775-1025
10.	Directorate of Fisheries	Assistant Superintendent of Fisheries (Rs.425-700)	1640-2900
11.	- do -	Extension Officer of Fisheries (Rs.425-600)	1400-2300
12.	- do -	Research Assistant (Fisheries) (Rs.425-600)	1400-2300
13.	Electricity Department	Chief Electrical Engineer (Rs.1500-2000)	4500-5700
14.	Office of the Controller, Weights & Measures	Controller, weights & measures and Controller, legal metrology (Rs.650-1200)	2200-4000
15.	Office of the Commissioner of Labour & Employment	Labour inspector (Rs.425-600)	1400-2300
16.	- do -	Labour inspector (Wages) (Rs.425-600)	1400-2300
17.	Inspectorate of Factories and Boilers	Labour inspector (Chemical) (Rs.425-600)	1400-2300
18.	- do -	Labour inspector (Engineering) (Rs.425-600)	1400-2300
19.	Captain of Ports Department	Supervisor (Light House Keeping) (Rs.380-560)	1400-2300
20.	- do -	Junior instructor (Deck) (Rs.380-560)	1350-2200
21.	- do -	Junior Instructor (Engine) (Rs.380-560)	1350-2200
22.	Directorate of Agriculture	Director of Agriculture (Rs.1100-1600)	3700-5000
23.	Office of the Director of Accounts	Director of Accounts (Rs.1100-1600)	3700-5000
24.	Department of Education	Selection grade post graduate teacher, Head Master, etc. (Rs.775-1000)	2000-3500
25.	- do -	Selection grade trained graduate teacher/Assistant teacher, etc. (Rs.740-880)	1640-2900
26.	Department of Education	Selection grade primary school teacher, etc. (Rs.530-630)	1400-2600
27.	Directorate of Health Service	Assistant Matron (Rs.550-750)	2000-3200
28.	- do -	Sister tutor (Rs.550-750)	2000-3200
29.	- do -	Nurse public health (Rs.455-700)	1640-2900
30.	- do -	Sister house (Home) (Rs.455-700)	1640-2900
31.	- do -	Sister nursing (Rs.455-700)	1640-2900
32.	- do -	Sister ward/master (Rs.455-700)	1640-2900
33.	- do -	Incharge sister (Rs.455-700)	1640-2900
34.	- do -	Nurse staff (Rs.425-640)	1400-2600

*Scale as reported by the administration - scale prior to Third Pay Commission.

S.No.	Department	Designation	Proposed pay scale
35.	Directorate of Health Service	Technician for occupational therapy (Rs.260-430)	1200-2240
36.	- do -	Auxiliary nurse-cum-midwife (Rs.260-350)	950-1500
37.	Goa Medical College	Assistant matron (Rs.550-750)	2000-3200
38.	- do -	Sister ward/Brother/Home sister (Rs.455-700)	1640-2900
39.	Goa Medical College	Nurse staff (Rs.425-640)	1400-2600
40.	Goa Dental College	Nurse staff (Rs.425-640)	1400-2600
41.	- do -	Assistant electrician (Rs.260-350)	950-1500
42.	Goa Dental College	Plumber (Rs.260-350)	950-1500
43.	Institute of Psychiatry and Human Behaviour	Assistant matron (Rs.550-750)	2000-3200
44.	- do -	Sister ward/Ward master (Rs.455-700)	1640-2900
45.	- do -	Nurse staff (Rs.425-640)	1400-2600
46.	- do -	Technician for occupational therapy (Rs.260-430)	1200-2040
47.	Police Department	Public prosecutor (Rs.550-900)	2000-3200
48.	- do -	Nurse (Male) (Rs.425-640)	1400-2600
49.	- do -	Sub-inspector (Rs.380-560)	1400-2300
50.	- do -	Head constable (Rs.260-350)	950-1500
51.	- do -	Constable (Rs.210-270)	825-1200

UNION TERRITORY OF PONDICHERRY

1.	Revenue Department	Karnam (Rs.260-350)	950-1500
2.	Directorate of Stationery & Printing	Junior reader (Rs.290-480)	1200-1800
3.	Legislative Assembly Department	Junior reader (Rs.290-480)	1200-1800
4.	Directorate of Prosecution	Deputy director of prosecution (Rs.650-1200)	2375-3500
5.	- do -	Assistant public prosecutor grade I (Rs.650-900)	2000-3200
6.	Directorate of Prosecution	Assistant public prosecutor grade II (Rs.550-750)	2000-3200
7.	Jail Department	Superintendent of Jail (Rs.550-750)	1640-2900
8.	- do -	Male Nurse (Rs.425-640)	1400-2600
9.	- do -	Selection grade warder (Rs.225-308)	950-1500
10.	Social Welfare Department	Staff Nurse (Male) (Rs.425-640)	1400-2600
11.	- do -	Auxiliary Nurse-cum-midwife (Rs.260-350)	950-1500
12.	Education Department	Selection grade post-graduate teacher (Rs.775-1000)	2000-3500
13.	- do -	Selection grade graduate teacher/Assistant teacher, etc. (Rs.740-880)	1640-2900
14.	- do -	Selection grade primary school teacher etc. (Rs.530-630)	1400-2600
15.	Health & Family Welfare Department	Head nurse (Rs.455-700)	1640-2900
16.	- do -	Nurse public health (Rs.455-700)	1640-2900
17.	- do -	Staff nurse (Rs.425-640)	1400-2600
18.	Police Department	Sub-inspector of police (Rs.425-600)	1400-2300
19.	- do -	Head constable of police (Rs.260-350)	950-1500
20.	- do -	Selection grade constable (Rs.225-308)	950-1400
21.	- do -	Constable (Rs.210-270)	825-1200

UNION TERRITORY OF MIZORAM

1.	Local Administration Department	Town Supervisor (Rs.380-640)	1400-2300
2.	Land Revenue and Settlement	Inspector Market (Rs.260-350)	950-1500
3.	Land Revenue and Settlement	Field Assistant (Rs.260-350)	950-1500
4.	Law & Judicial Department	President District Council Court (Rs.650-1200)	2200-4000
5.	Animal Husbandry and Veterinary	Deputy Director (Rs.900-1400)	3000-4500
6.	- do -	Disease Investigation Officer (Rs.900-1400)	3000-4500

S.No.	Department	Designation	Proposed pay scale
7.	Public Health Engineering Deptt.	Statistical Assistant (Rs.260-350)	950-1500
8.	Prison Department	Superintendent of Jail (Rs.550-900)	2000-3500
9.	- do -	Jailor (Rs.550-750)	1640-2900
10.	- do -	Nurse Staff (Rs.425-640)	1400-2600
11.	Education Department	Principal (School) (Rs.900-1400)	3000-4500
12.	- do -	Selection grade Post-graduate teacher, Head Master, etc.(Rs.775-1000)	2000-3500
13.	- do -	Selection Grade Graduate Teacher/ Assistant Teacher, etc.(Rs.740-880)	1640-2900
14.	Education Department	Assistant District Education Officer (Rs.650-1200)	2200-4000
15.	- do -	Selection Grade Primary School Teacher (Rs.530-630)	1400-2600
16.	- do -	Sewing/Knitting Master (Rs.260-350)	950-1500
17.	Health & Family Welfare Department	Nursing Tutor (Rs.550-900)	2000-3200
18.	- do -	Sister Tutor (Rs.550-900)	2000-3200
19.	- do -	District public Health Nursing Supervisor (Rs.550-900)	2000-3200
20.	- do -	Assistant Matron (Rs.550-700)	1640-2900
21.	- do -	Sister Operation Theatre (Rs.455-700)	1640-2900
22.	- do -	Sister Public Health (Rs.455-700)	1640-2900
23.	- do -	Sister Incharge, Central Sterilization Service Depot (Rs.455-700)	1640-2900
24.	- do -	Sister Ward (Rs.455-700)	1640-2900
25.	- do -	Sister Diet (Rs.455-700)	1640-2900
26.	- do -	Nurse Public Health (Rs.425-640)	1400-2600
27.	- do -	Nurse Staff (Rs.425-640)	1400-2600
28.	- do -	Health Educator (Rs.380-640)	1400-2300
29.	Health & Family Welfare Department	B.C.G. Technician (Rs.260-350)	950-1500
30.	- do -	Auxiliary Nurse-cum-Medwife (Rs.260-350)	950-1500
31.	Police Department	Staff Nurse (Rs.425-600)	1400-2600
32.	- do -	Sub-Inspector of Police (Rs.425-600)	1400-2300
33.	- do -	Sub-Inspector of Police (Rs.380-560)	1400-2300
34.	- do -	Head Constable of Police (Rs.260-350)	950-1500
35.	- do -	Auxiliary Nurse-cum-Midwife (Rs.260-350)	950-1500
36.	- do -	Naik (Rs.210-270)	950-1400
37.	- do -	Constable (Rs.210-270)	825-1200

UNION TERRITORY OF ARUNACHAL PRADESH

1.	Office of the Assistant Director of Land Records	Mandal (Rs.260-350)	950-1500
2.	Directorate of Animal Husbandry	Deputy Director (Rs.900-1400)	3000-4500
3.	Office of the Chief Engineer, Rural Works Department	Statistical Assistant (Rs.380-640)	1400-2300
4.	Directorate of Public Instruction	Assistant Director of Education (Rs.650-1200)	2200-4000
5.	Education Department	Selection Grade Post-Graduate Teacher/Head Master, etc. (Rs.775-1000)	2000-3500
6.	- do -	Selection Grade Graduate Teacher/ Assistant Teacher, etc.(Rs.740-880)	1640-2900
7.	- do -	Selection Grade Primary School Teacher, etc. (Rs.530-630)	1400-2600
8.	Office of the District Education Officer	Assistant Teacher (C) (Rs.225-308)	950-1400
9.	- do -	Tibetan Teacher (Untrained) (Rs.225-308)	950-1400
10.	District Hospital	Assistant Matron (Rs.550-750)	2000-3200
11.	- do -	Auxiliary Nurse-cum-Midwife (Rs.260-350)	950-1500

S.No.	Department	Designation	Proposed pay scale
12.	Directorate of Health Services	Sister (Rs.455-700)	1640-2900
13.	- do -	Sister Tutor (Rs.455-700)	1640-2900
14.	- do -	Sister Ward (Medical) (Rs.455-700)	1640-2900
15.	- do -	Nurse Staff (Rs.425-640)	1400-2600
16.	Directorate of Health Services	Statistical Assistant (Rs.380-640)	1400-2300
17.	Police Department	Sub-Inspector of Police (Rs.425-600)	1400-2300
18.	- do -	Head Constable of Police (Rs.260-350)	950-1500
19.	- do -	Constable (Rs.210-270)	825-1200

27.21. In spite of our efforts, it has not been possible to prescribe uniform scales of pay for all the posts, as the designations, organizational set-up, relativities - inter UT and intra-UT - are complex. Wherever a broad comparison between posts has not been possible on the basis of information available with us or where the duties and responsibilities appear to be marginally different, we have thought it proper to retain the existing scales of pay. The posts listed below are in higher scales of pay than comparable posts in other UT. We recommend the scales of pay in chapter 8 to the incumbents of these posts for the present but we suggest that the concerned administrations should prescribe the appropriate scale of pay when filling the posts in future keeping in view the scales of pay of comparable posts in other UT.

S.No.	Department	Designation
UNION TERRITORY OF DELHI		
1.	Food & Supplies Department	Senior Marketing Intelligence Officer
UNION TERRITORY OF ANDAMAN AND NICOBAR ISLANDS		
1.	Directorate of Education	Laboratory Attendant
UNION TERRITORY OF LAKSHADWEEP		
1.	Department of Education	Laboratory Attendant
UNION TERRITORY OF DADRA AND NAGAR HAVELI		
1.	Police Department	Sub-Officer (Fire)
UNION TERRITORY OF GOA, DAMAN AND DIU		
1.	Land & Civil Registration Office	Civil Registrar-cum-Sub-Registrar
2.	Forest Department	Mahout
UNION TERRITORY OF PONDICHERRY		
1.	Revenue Department	Sub-Registrar
UNION TERRITORY OF MIZORAM		
1.	Excise & Taxation Department	Inspector Excise
2.	Excise & Taxation Department	Inspector Taxes
3.	Excise & Taxation Department	Sub-Inspector Excise
4.	Excise & Taxation Department	Sub-Inspector Taxes
5.	Supply & Transport	Inspector of Supply
6.	Soil Conservation Department	Soil Conservation Ranger
7.	Forest Department	Superintendent of Accounts
8.	Public Works Department	Divisional Accountant
9.	Public Health Engineering Department	Divisional Accountant
UNION TERRITORY OF AARUNACHAL PRADESH		
1.	Directorate of Civil Supplies	Inspector of Supply

27.22. It has been represented to us that a number of government employees are still on the pre-Third Pay Commission or even earlier pay scales for a variety of reasons. The administrations have brought to notice the existing payscales. However, it is not clear if the existing holders of the post possess the prescribed qualifications for the post for which the pay scales were prescribed earlier. It is for the administrations to examine each case and take a decision about the eligibility of the person to the pay scale of the post.

27.23. In the Andaman and Nicobar administration there are about 2400 group D posts which are on a fixed pay of Rs.22/- per month. They are also given DA, and ADA including Interim Relief. These posts have been in existence for a long time.

27.24. It is not disputed that in view of their peculiar terms and conditions of appointment the Third Pay Commission recommended that the matter should be reviewed and these posts should be brought on the regular establishment where justified. It is not clear to us whether such a review has been done by the administration – but it has nonetheless been brought to notice that they have not been given quasi-permanent status and are not entitled to pensionary benefits. In these circumstances it is necessary that the administration should carefully examine and bring them over to the regular establishment as recommended by the Third Pay Commission. Once this is done, they should be given the pay scale of Rs.750-940.

27.25. Our general recommendations regarding special pay as well as uniform and washing allowance will also apply to the nursing staff in U.T.

27.26. Policemen of the rank of Inspector and below are entitled to special pay for proficiencies in different trades and the rates of such special pay differ according to trade and rank of such personnel. It has been represented that these rates may be improved. We recommend that the rates of special pay admissible for the Delhi Police may be doubled and extended to all U.T. police forces wherever applicable.

27.27. Policemen in the rank of Inspector and below are also in receipt of certain allowances. It has been suggested that metropolitan and other allowances granted to policemen in Delhi may be improved.

27.28. Rates of metropolitan allowance, fixed in 1967, are Rs.30/- per month for Sub Inspectors and Rs.20/- per month for lower ranks. We recommend that the rates of the metropolitan allowance may be increased by three times to Rs.90/- per month for Sub Inspectors and Rs.60 per month for lower ranks.

27.29. Good conduct allowance at the rate of Rs.5/- per month is admissible to constables who have put in more than 20 years of satisfactory service. We recommend that the rate of this allowance, which was fixed in 1967, be increased to Rs.15/- per month.

27.30. Fixed conveyance allowance, washing allowance, outfit allowance and diet allowance for working continuously on duty for more than 9 hours are granted to policemen. It has been suggested that the rates of these allowances, which were fixed in 1979, may be improved. We recommend increase in these allowances as given below:

Name of allowance	Ranks to which admissible	Existing Rate	Recommended rate
Outfit allowance	Non-gazetted police personnel posted to PM's security	Rs.15/- p.m.	Rs. 30/- p.m.
	Personal posted in general security	Rs.10/- p.m.	Rs.20/- p.m.
Washing allowance	Constables to Inspectors	Rs.10/- p.m.	Rs.20/- p.m.
Conveyance allowance	Constables to ASIs for maintaining cycles	Rs.10/- p.m.	Rs.20/- p.m.
	ASIs to Inspectors maintaining scooters or motor cycles without log book	Rs.70/- p.m.	Rs.150/- p.m. without log book
Diet allowance	Admissible from the rank of constable to ASI subject to the maximum of 25 days in a year, per official where duty exceeds 9 hours continuously without break.	Rs.4/- per such duty	Rs.10/- per such duty

27.31. At present, government employees serving in U.T. are given various compensatory allowances. We have recommended a revised scheme for the special compensatory allowances in chapter 17. The same will apply to the employees of the Union Territory administrations.

CHAPTER 28

ARMED FORCES PERSONNEL

28.1. Our terms of reference in respect of armed forces personnel are as follows:—

"To examine the present structure of emoluments taking into account the total packet of benefits in cash and kind including death-cum-retirement benefits available to Armed Forces personnel and to suggest changes which may be desirable and feasible, having regard to their terms and conditions of service".

28.2. Thus, we are required to suggest changes in the structure of emoluments, benefits etc. for armed forces personnel taking into account their conditions of service. Matters concerning their conditions of service like terms of engagement, service tenure, age of retirement, qualifying length of service for purposes of promotion are reviewed by government in order to maintain the morale of the services and keep them an efficient instrument of defence. We have taken note of the conditions of service while determining the package of compensation for the armed forces personnel. The duties and responsibilities of the service personnel in different appointments, rigours and hazards of service life, their truncated career, the rigid disciplinary code, frequent moves and separation from family, constraints of organisational structure and stringent promotion criteria, etc., have been given due consideration while making our recommendations.

28.3. It was considered necessary to evolve a suitable procedure for presentation of the proposals for service personnel. The question of appointing a sub-committee or special panel for examination of matters relating to pay and allowances of the service personnel was considered by us. We felt that such a sub-committee or a special panel was not necessary as all the matters relating to defence personnel should be examined and dealt with by the Commission as a whole. We were informed that a procedure similar to that adopted at the time of Third Pay Commission would be followed for presentation of proposals relating to armed forces personnel. Accordingly special pay cells were created in the three services headquarters under an officer of the rank of Major General and equivalent. An expert cell was also created in the Ministry of Defence for coordination and appraisal of the proposals to be made by the pay cells.

28.4. The proposals formulated by the three pay cells were forwarded to Defence Ministry and copies were received in the Commission from October, 1984 onwards. We were subsequently informed by the Defence Ministry that it had not been possible for the expert cell to work out formulations acceptable to the three services headquarters on the one hand and the Ministry of Defence and Defence Finance on the other. It was suggested by the Defence Ministry that the proposals furnished by the pay cells may be considered on their merits.

28.5. Subsequent to receipt of the proposals from the three pay cells, we received in April, 1985, joint proposals regarding military salary system of officers, and military service pay as recommended by the chiefs of Staff Committee. We were informed that it had not been possible to achieve any consensus in regard to the pay structure for personnel below officer rank. We also received joint proposals as recommended by the Chiefs of Staff Committee on allowances and non-effective benefits of the armed forces personnel. It was noted that in case of certain allowances it had not been possible to reach consensus among the three services headquarters. In our examination of the pay structure, allowances and other related matters for the service personnel, we have taken into account the joint proposals as also clarifications received from the pay cells from time to time.

28.6. We also considered it necessary to obtain the advice of an expert on some of the matters relating to defence personnel. Lt. Gen. M.L. Chibber (Retd.) was appointed as part time consultant for the purpose.

28.7. We also decided to have the benefit of the views of retired senior service officers on various matters, particularly those concerning service personnel. Copies of our questionnaire were therefore sent to them and responses were received. We also had discussions with two retired Chiefs of the Army and Naval staff and a senior Air Marshal of the Air Force.

28.8. We had detailed discussions with the Principal Staff Officers of the three services on some of the important issues relating to pay and other matters. This was followed by discussions with the

three Service Chiefs which were useful. We also had discussions with the Defence Secretary and other officers of the Defence Ministry on important issues relating to armed forces personnel.

28.9. For proper appreciation of the conditions under which the defence personnel work, we visited some of the army units and posts in far flung areas. We also visited some of the air force operational establishments. Visits to naval ships and other naval establishments gave us an idea of sea life. All these visits were useful and provided the required insight and background into the service conditions of armed forces personnel. These visits also enabled us to meet a cross section of service personnel.

Officers

28.10. Service officers are employed in various arms, corps and branches of the Army, Navy and Air Force. All officers, except those in the specialised cadres, have the same pay structure. The rank determines the pay and different posts held by officers of the same rank have comparable pay. Officers in specialised cadres like Army Medical Corps (AMC), Army Dental Corps (ADC), Remount and Veterinary Corps (RVC), Flying Branch, Submarine Branch and Military Nursing Service (MNS) have a separate pay structure. There is time scale promotion upto the rank of Lieutenant Colonel (time scale) based on the length of service and subject to qualifying in prescribed examinations, etc. Promotions to the higher ranks are by selection and with reference to the availability of posts. There are separate pay scales for the posts of Colonel, Brigadier and Major General. The posts of Lieutenant General and General are on fixed pay.

28.11. It has been urged that the pay scales of service officers should be determined with reference to the requirements of the services. It has been pointed out that the nature of the cadre structure in services is different as the number selected for advancement in every rank is limited in view of the command and control structure of the services. As a result, officers who cannot be promoted are entrusted with other assignments requiring skill and experience. It has been suggested that it will be desirable to provide necessary incentives to such officers also. In a rank oriented organisation like the Armed Forces, cadre reviews which result in upgradation of posts cannot always achieve the desired effect. It has been pointed out that although the cadre reviews carried out in the past brought about some improvement in career progression of service officers, they created problems in the organisational structure. It has been emphasised that it is not possible to undertake any further large scale cadre reviews without unacceptable aberrations in the functional hierarchical structure. It has therefore been suggested that the pay structure for defence services should be such that a fair share of the talent is attracted and kept motivated throughout the service. In the joint proposals the services have proposed a running pay band for all officers covering pay band for all officers covering a time span of 33 years. Separate rank pays have been proposed for each successive rank on a cumulative basis. It has also been suggested that separate pay scales in respect of specialised cadres, flying branch in the case of Air Force and aviators and submariners in the case of Navy, may be dispensed with.

28.12. We have given careful consideration to the joint proposals of the services headquarters. We appreciate that the organisation structure and requirements of services are different. We also think that the pay structure should be such that it makes armed forces attractive as a career and provides a reasonable pay progression to the officers of the services. Taking all factors into account, we recommend the following integrated pay scale for all officers upto the rank of Brigadier and equivalent in the three services:-

Rs.2300-100-4200EB-100-5000

28.13. We also recommend that, in addition to pay in the above integrated scale, the following rank pays may be given to officers in the Army and their equivalent in the other services:-

Rank		Amount of rank pay
		(Rs.p.m.)
1.	Captain and equivalent	200
2.	Major and equivalent	400
3.	Lt. Col. (Selection) and equivalent	600
4.	Colonel and equivalent	800
5.	Brigadier and equivalent	1200

In Navy, a Captain, on completion of three years' service in that rank, will draw the rank pay of Rs.1200 p.m. recommended for Brigadier.

28.14. With the adoption of the integrated pay scale recommended above, the existing selection grades in the ranks of Major and equivalent and Lt. Colonel and equivalent should be abolished. The integrated pay scale will be applicable to all officers in the three services including officers in the specialised cadres of AMC, ADC and RVC. For officers of MNS, we have recommended separate pay scales.

28.15. The integrated pay scale recommended by us covers a span of 28 years. It is necessary to ensure that the selection process for promotion at all levels is effectively objective. There should be periodic reviews for those constituting the non-select stream so that such of them who can no longer be useful are not allowed to continue in the integrated pay scale upto the prescribed ages of retirement. There has to be selectivity, and we have suggested an efficiency bar after 20 years of service. We recommend that government should review the existing rules relating to selection procedure and premature retirement of officers so that at this stage officers who do not make the grade are not continued in service.

28.16. We have not considered it feasible to include officers of the rank of Major General and above in the proposed integrated pay scale as has been suggested in the joint proposals. We recommend the pay scale of Rs.5900-200-6700 for officers of the rank of Major General and equivalent. For officers of the rank of Lt. General and equivalent, we recommend a pay of Rs.7300/- (fixed)

Director General Armed Forces Medical Services is on the same pay scale as a Lt. General. In his capacity as head of the organisation he has a number of Lt. Generals functioning under him. Having regard to his duties and responsibilities, we recommend pay of Rs.7600/- (fixed) for Director General.

28.17. Army Commanders are on a pay of Rs.3250 (fixed).. Vice-Chief of Army Staff is also on the same pay. Having regard to the duties and responsibilities of Army Commanders, we recommend a pay of Rs.8000/- (fixed) for these posts. We recommend the same pay for the Vice-Chief of Army Staff. The pay of Rs.8000/- (fixed) may be given to the following equivalent posts in Navy and Air Force:—

Air Force

- (i) Vice-Chief of Air Staff
- (ii) Air Officer Commanding-in-Chief of Air Commands

Navy

- (i) Vice-Chief of Naval Staff
- (ii) Flag Officer Commanding-in-Chief of Naval Commands

28.18. The Service Chiefs are at present on a pay of Rs.4000/- (fixed). We recommend a pay of Rs.9000/- (fixed)) for the Chief of Army Staff, Chief of Naval Staff and Chief of Air Staff.

28.19. At present, in AMC an individual who possesses the provsional medical registration certificate and has not completed the compulsory pre-registration internship, is taken in the rank of Lieutenant on pay of Rs.900/-. If the individual is in possession of full medical registration certificate, he is taken in the rank of Captain on pay of Rs.1150/-. Similarly initial appointments in ADC and RVC are in the rank of Lieutenant on pay of Rs.870/-. It has been suggested that running pay band for general list officers should apply to the officers of the above specialised cadres also with suitable ante-dates on account of differential in training period. We have considered the matter and recommend that entrants to AMC, ADC and RVC may be given pay as indicated below, in the integrated scale recommended by us:—

	AMC	ADC	RVC
1. Internees	Rs.2500	Rs.2400	Rs.2400
2. Registered	Rs.2600	Rs.2500	Rs.2500

28.20. The officers in MNS are in scales of pay which are lower than those applicable to officers of the General List. It has been suggested in the joint proposals that scales of pay should be the same for both. We have considered the matter and, having regard to the recruitment qualification, training, duties and responsibilities of the MNS officers, we do not find justification for the suggestion. We recommend the following scales of pay for MNS:-

Rank	Proposed pay scale
1. Lieutenant	Rs.2000-60-2480
2. Captain	Rs.2550-75-3150
3. Major	Rs.3200-100-3600
4. Lt. Colonel	Rs.3800-100-4100
5. Colonel	Rs.4200-100-4400
6. Brigadier	Rs.4500-100-4800
7. Major General	Rs.4900-100-5200

28.21. For the officers of the MNS (Local), we recommend that the existing ordinary grade of Rs.540-20-700 and the selection grade of Rs.650-20-810 may be merged and given the scale of Rs.1640-60-2600-EB-75-2900.

28.22. It has been suggested that in the services training institutions, the trainees should be given the pay of an officer during the last 12 months of training. Keeping in view the existing facilities available to the trainees at the service institutions, we do not recommend that the pay of an officer should be paid prior to commissioning. However, on the analogy of the midshipman in the Navy, we recommend that during last 6 months of training at the respective service institutions, the trainees may be paid a fixed amount of Rs.1500/- p.m. This will also be admissible to midshipman in the Navy in place of the existing rate of Rs.560/-.

28.23. It has been brought to notice that the number of officers for the combat arms like infantry, artillery and armoured corps is gradually decreasing. It has been suggested that by way of incentive, qualification grant may be given to officers on passing the specified courses for infantry, artillery and armoured corps. We accept the suggestion and recommend that government may identify the courses for artillery, infantry and armoured corps which would qualify for sanction of qualification grant.

28.24. In the joint proposals it has been suggested that military service pay at the rate of 25 per cent of basic pay should be given to service officers for their arduous duties. We have kept all relevant aspects in view while formulating our recommendations regarding the pay and allowances, etc., of service officers. We are not therefore recommending a separate military service pay.

Personnel below Officer Rank

28.25. The personnel below officer rank in the armed forces belonging to different trades are grouped together and a separate pay structure is prescribed for different ranks in each group. There is however no uniformity in regard to the number of trades and the pay groups into which these are categorised in the three services. In Army, there are 197 trades, excluding 9 trades held by Junior Commissioned Officer (JCO) only, which are distributed in five pay groups. In Air Force, there are 45 trades which have been allocated to four pay groups. In Navy, there are three pay groups which cover 68 trades. There are special groups like those of flight engineer and flight signaller in Air Force and Navy and of sailors belonging to the naval aviation and submarine arms in the Navy. There are differences in the entry qualifications, the prescribed training periods, terms of engagement, qualifying service for promotions and the rank and appointment structure, etc., for personnel below officer rank in the three services.

28.26. We have been informed that it has not been possible for the services to achieve a consensus in regard to the pay structure for personnel below officer rank. Separate proposals have therefore been received from the three services headquarters.

28.27. Army headquarters have suggested that JCO may be taken out of the group structure and given a separate pay scale. It has also been proposed by them that the existing five pay groups for other ranks should be reduced to three by abolition of the existing lowest groups D and E. The proposals involve reclassification of about 130 trades from one group to another. The reclassification

of trades has been suggested on the basis of a study undertaken by the Institute of Defence Management, Hyderabad. Similar studies were undertaken at the same institute for some of the trades in Air Force and Navy but no proposals have been made by Naval and Air Headquarters for reclassification of any trades based on these studies. In a subsequent proposal received from the Army Headquarters in May, 1986, a special pay group has been proposed in addition to the three pay groups suggested earlier for certain high profile army trades. A revised distribution of trades within the proposed four pay groups has also been suggested.

28.28. We have been informed by Air Headquarters that a high level committee was appointed by government in 1982 to examine the various aspects relating to flight safety in Air Force. Based on the recommendations of the committee, it has been proposed to upgrade five trades from the existing pay group II to pay group I of Air Force. Air Headquarters have also informed that in respect of four trades included in the existing group IV, the entry qualification has been modified for three of the trades. It has therefore been suggested that all these four trades may be included in group III of Air Force.

28.29. We have given careful consideration to the suggestions of the Army Headquarters and Air Headquarters for reclassification of the existing trades. We find that there is a standing arrangement in the Army Headquarters for review of trade structure of other ranks. There is an Army Trade Qualification Committee (ATQC) which is mainly entrusted with the responsibility of examining the various proposals and making recommendations regarding introduction of new trades, abolition of existing trades and grouping and re-grouping of various trades. Such recommendations of the committee which have inter-service repercussions are referred to a Joint Special Committee. We have been informed that based on the recommendations of ATQC, some trades were deleted, merged or regrouped in the past. We find that in addition, a Manpower Evaluation Committee was constituted by Government in August, 1983 comprising officers of the Ministry of Defence and Services Headquarters to, inter alia, assess the need for reclassification of certain trades of fighting arms to higher groups because of the requirement of higher skills due to modernisation of weapon systems. It was also required to analyse the need for and feasibility of building into the present system of "*rating of skills*" and their consequent placement in various pay groups, the additional factor based on risk or hazard of trades in fighting arms which have to bear the maximum brunt in any war. It appears that this committee did not even start functioning and, apparently, it was decided to entrust the study for reclassification of trades to the Institute of Defence Management, Hyderabad.

28.30. Modernisation of technology and upgradation of skills is a continuous process in the armed forces and government have been taking appropriate decisions whenever necessary in the past. For example, in 1976, the trades of radio operator (group II) and flight plotter (group III) in Air Force were merged into a single trade of air defence system operator and placed in group II. Similarly, three new missile trades were created in group I. In Navy, the entry qualification for the seaman branch was modified to matriculation in 1976 and the seaman trade was moved from group C to group B. The necessity of a change in the skill requirement due to application of improved technology to arms and weapons exists in each of the three services. As technology development and consequent changes shall continue to take place in the services, there is need for a suitable mechanism which should continuously monitor the technology changes taking place and take steps for updating of skills. Such an arrangement already exists which should not only be continued but also strengthened so that remuneration is related to the skills applied at identified levels of functioning in the three services. We notice that trades which *prima facie* appear to be similar in the three services are grouped and remunerated differently. We recommend that such cases should be examined by the ATQC or any other expert body on an inter-service basis so as to bring about uniformity between the three services for comparable trades. Until then, the existing pay groups in the three services may continue with the present distribution of trades in these groups.

28.31. The Third Pay Commission had recommended that a fully trained infantry soldier with three years' service should be placed somewhere between the semi-skilled and skilled workman. This was an improvement over the approach of the Post War Pay Committee (1947) which had equated a fully trained infantry soldier with 3 years' service to a worker classified as semi-skilled. Following the approach of the Post War Pay Committee, the Third Pay Commission added an amount to the pay of a

soldier on account of 'X' factor as a compensation for the hardships of service life but made a deduction from his pay for home saving element. The pay of an infantry soldier was determined by the Third Pay Commission as follows:

Pay of corresponding civilian	–	Rs.225.00
Add 5% for 'X' factor	–	Rs.11.25
		<hr/> Rs.236.25
Less 20% for home saving element	–	Rs.47.25
		<hr/> Rs.189.00

Based on the above, a pay of Rs.175 was recommended for an infantry soldier in the pay scale of Rs.175-2-195, which after 3 years service and on earning one classification pay of Rs.7.50 would bring an infantry soldier on par with a worker falling between semi-skilled and skilled. The Commission was in favour of a slight edge to an infantry soldier over a constable in central police organisation like Border Security Force (BSF).

28.32. Government modified the recommendation of the Third Pay Commission *ab initio* and prescribed the pay scale of Rs.200-5-260 for the infantry soldier. This scale gave the infantry soldier an edge of Rs.5/- at the start over the pay of Rs.195/- for a BSF constable (Rs.210 minus Rs.15/- deducted for rations). We have been informed by the Defence Ministry that the starting salary of Rs.200/- for an infantry soldier includes 'X' factor of 12-1/2 per cent as against 5 per cent recommended by the Third Pay Commission.

28.33. As regards the deduction of home saving element from the pay of a soldier, it has been stated by the services headquarters that provision of free rations, accommodation and clothing is a service requirement and it will not be proper to make any deduction on account of savings resulting from the provision of these facilities. It has also been pointed out that on account of this deduction the entitlement of dearness allowance over the years, of an infantry soldier has also gone down thereby nullifying the differential which the infantry soldier had over the constable in the BSF. We have examined this matter. We find that the concession of free rations has since been extended to officers upto the rank of Brigadier in peace areas without any deduction for home saving element. We therefore recommend that there should be no deduction on account of the home saving element in determining the pay of an infantry soldier.

28.34. An infantry soldier is required to possess skills for handling modern weaponry, performing duties like laying mines, erection and destruction of the various types of obstacles and handling of electrical equipment and high degree of combat skill. It has also been brought to notice that the minimum qualification for enrolment of infantry soldier has been raised to Class X. It has been urged by Army Headquarters that an infantry soldier is in no way less than a skilled worker.

28.35. In our view the duties and responsibilities of an infantry soldier are such that he cannot really be compared with any other category of employees. After taking all the factors into consideration, we recommend that starting salary of an infantry soldier should be fixed at Rs.900.

28.36. The Third Pay Commission had observed that the fully trained infantry soldier should be viewed as equivalent to the leading aircraftsman of group IV of the Air Force with a small differential in favour of able bodied seaman of group C of the Navy considering the relatively greater hardships inherent in sea life. The Commission was of the view that adoption of the above broad equation would lead to greater uniformity in pay scales among the three services.

28.37. Some changes have occurred since the report of the Third Pay Commission. In 1976 government decided to change the entry qualification for seaman branch from pre-matriculation to matriculation and simultaneously the seaman trade was upgraded from pay group C to pay group B. Similarly, in 1977 the then existing two classes of aircraftsman viz., aircraftsman II and aircraftsman I were merged into one rank of aircraftsman. We have been informed by Air Headquarters that merger of aircraftsman II and I did not make any change in the qualification, method of recruitment, training and time taken for promotion to the leading aircraftsman.

28.38. In the case of Army, formal entry qualifications were not hitherto insisted upon as this helped Army to cover a much wider cross section of the population for selecting suitable candidates, particularly for combat trades where prime considerations are stated to be physical fitness, mental resoluteness etc. Army Headquarters have since informed that with effect from April 1, 1986, the prescribed minimum educational qualification for many trades including infantry soldier will be Class X for enrolment in the normal entry rate category.

28.39. Taking into account all the relevant factors and in the changed context, we recommend the following scales of pay for the existing 5 groups in the Army:—

Rank	Group A	Group B	Group C	Group D	Group E
	Rs.	Rs.	Rs.	Rs.	Rs.
Subedar Major	2200-60-2440	2050-60-2290	2050-60-2290	2050-60-2290	2000-60-2240
Subedar	1870-50-2170	1750-50-2050	1700-50-2000	1670-50-1970	1630-50-1930
Naib Subedar	1620-40-1860	1500-40-1740	1450-40-1690	1420-40-1660	1280-40-1620
Havildar	1300-25-1550	1130-25-1380	1070-25-1320	1050-25-1300	1020-25-1270
Naik	1160-20-1320- 25-1420	1020-20-1180- 25-1280	980-20-1140- 25-1240	960-20-1120- 25-1220	930-20-1090- 25-1190
Sepoy	1100-15-1160- 20-1320	950-15-1010- 20-1170	920-15-980- 20-1140	900-15-960- 20-1120	870-15-930- 20-1090

28.40. Defence Security Corps (DSC) is entrusted with the responsibility of providing security cover to defence institutions and depots. Personnel of the DSC are drawn from ex-servicemen, ex-territorial Army, etc. There are two cadres, namely general duties and clerical. While clerical cadre is on par with clerks in pay group B, the general duties cadre is on par with pay group E of Army. We recommend that the pay scales proposed by us for groups B and E of Army may be applied to DSC personnel.

28.41. In Army there is a system of payment of classification pay to servicemen on passing the prescribed tests and examinations. The classification pay provides requisite incentive for improving the educational qualification, trade efficiency and also ensures pay progression to other ranks. Army Headquarters have suggested continuance of this system. The existing rates of classification pay range from Rs.5 to 15 p.m. depending upon the pay groups and classes. The classification pay is treated as pay for purposes of DA, ADA, etc. We recommend that the existing rates of classification pay may be doubled.

28.42. During the period of training of recruits in Army there are two rates of payment at present viz., normal entry rate of Rs.175/- and matriculate entry rate of Rs.205/-. We recommend that these may be revised to Rs.750/- for normal entry and Rs.850/- for matriculate entry.

28.43. There is a system in army of making appointments as distinct from promotion to the higher rank, and such appointments are remunerated by grant of appointment pay in addition to the pay scale of the rank held. The rates of appointment pay range from Rs.12 to Rs.20 p.m. depending upon the appointment held. The appointment pay is treated as pay for purposes of DA, ADA, etc. We recommend that the existing rates of appointment pay may be doubled.

28.44. In Air Force there are four pay groups for airmen. In addition there is a special group which comprises airmen employed on air crew duties. The pay scale of the special group corresponds to the pay scale of group I.

We recommend the following pay structure for the four pay groups in the Air Force, —

	Group I	Group II	Group III	Group IV
	(Rs.)	(Rs.)	(Rs.)	(Rs.)
Master Warrant Officer	2250-60-2490	2050-60-2290	2000-60-2240	2000-60-2240
Warrant Officer	1980-50-2280	1870-50-2170	1700-50-2000	1700-50-2000
Junior Warrant Officer	1730-40-1970	1620-40-1860	1440-40-1680	1440-40-1680
Sergeant	1460-25-1710	1350-25-1600	1180-25-1430	1180-25-1430
Corporal	1300-20-1460- 25-1560	1220-20-1380- 25-1480	1040-20-1200- 25-1300	1000-20-1160- 25-1260
Leading Aircraftsman	1260-20-1500	1140-20-1380	1000-20-1240	960-20-1200
Aircraftsman	1150	1000	950	900

28.45. The recruits in Air Force are paid at the rate of Rs.205 p.m. for those recruited for groups I, II and III and at the rate of Rs.195/- p.m. for group IV. We recommend that these rates may be revised to Rs.850/- and Rs.800/- respectively.

28.46. We recommend the following scales of pay for the air crew in the special group,—

Rank	Proposed scale (Rs.)
Signaller III/Flight Engineer III	1300-20-1460-25-1560
Signaller II/Flight Engineer II	1460-25-1710
Signaller I/Flight Engineer I	1730-40-1970
Warrant Signaller/Warrant Flight Engineer	1980-50-2280
Master Signaller/Master flight Engineer	2250-60-2490

28.47. In Navy, there are three pay groups in which all the sailors are distributed. We recommend the following scales of pay for the sailors in groups A, B and C.—

**Group A
ARTIFICERS/MECHANICIANS**

		Proposed scale (Rs.)
Apprentice	1st year	800
	2nd year	825
	3rd year	850
	4th year	875
Artificer V class	—	1000-20-1020
Acting Artificer IV class	—	1180-25-1205
Artificer/Mechanician IV class	—	1300-25-1350
III class	—	1425-25-1550
II class	—	1600-25-1725
I class	—	1690-25-1815
Chief Artificer/Mechanician	—	1880-40-2080
Master Chief Petty Officer II	—	1980-50-2280
Master Chief Petty Officer I	—	2250-60-2490

Group B and C

	Group B (Rs.)	Group C (Rs.)
Seaman II	960-20-1000	900-15-945
Seaman I	1000-20-1240	960-20-1200
Leading Seaman	1040-20-1200-25-1300	1000-20-1160-25-1260
Petty Officer	1180-25-1430	1180-25-1430
Chief Petty Officer	1440-40-1680	1440-40-1680
Master Chief Petty Officer II	1700-50-2000	1700-50-2000
Master Chief Petty Officer I	2000-60-2240	2000-60-2240

28.48. Recruits to group B in Navy are paid at a fixed rate of Rs.215 p.m. and to group C at the rate of Rs.200 p.m. We recommend that these rates may be revised to Rs.900 and Rs.825 respectively.

28.49. The non-artificer sailors of the submarine arm are in a special group and their pay scales are higher than those of sailors of group B. Keeping in view the risks and difficult working conditions of sailors in the submarine arm, the existing differential may continue. We recommend the following pay scales for submarine are,—

Submarine arm	Proposed scales (Rs.)
Seaman II	1040-20-1080
Seaman I	1140-20-1380
Leading Seaman	1220-20-1380-25-1480

Submarine arm	Proposed scales (Rs.)
Petty Officer	1350-25-1600
Chief Petty Officer	1620-40-1860
Master Chief Petty Officer II	1870-50-2170
Master Chief Petty Officer I	2050-60-2290

For recruits to submarine arm we recommend the rate of Rs.1000 in place of existing rate of Rs.245/-.

28.50. The pay scales of non-artificer sailors of the naval aviation arm are the same as applicable to the sailors of the submarine arm. The pay scales proposed by us for the non-artificer sailors in the submarine arm will therefore apply to non-artificer sailors in the naval aviation arm also.

28.51. The artificers/mechanician sailors of the submarine and naval aviation arms are in the scales of pay as applicable to artificers of group A of the Navy. The pay scales proposed by us for the artificers of group A of the Navy may be applied to the artificers/mechanicians of the submarine and naval aviation arms.

28.52. The existing pay structure of the cadre of Flight Signaller in the naval aviation arm is the same as applicable to the Flight Signaller/Engineer in the Air Force. On the analogy of the pay scales recommended for these cadres in Air Force, we recommend the following scales of pay for corresponding posts in the naval aviation arm,—

FLIGHT ENGINEER

	Proposed pay scales(Rs.)
1. Aircraft Artificer 3//aircraft Mechanician 3.	1460-25-1560
2. Aircraft Artificer 2/Aircraft Mechanician 2.	1645-25-1720
3. Aircraft Artificer 1/Aircraft Mechanician 1.	1700-25-1850
4. Chief Aircraft Artificer/Chief Aircraft Mechanician	1920-40-2080
5. Master Chief Aircraft Artificer II/Mechanician II	1980-50-2280
6. Master Chief Aircraft Artificer I/Mechanician I	2250-60-2490

FLIGHT SIGNALLER

1. Petty Officer Radio Telegraphist 'FS'	1460-25-1710
2. Chief Petty Officer Radio Telegraphist 'FS'	1730-40-1970
3. Master Chief Petty Officer Radio Telegraphist 'FS' II	1980-50-2280
4. Master Chief Petty Officer Radio Telegraphist 'FS' I	2250-60-2490

28.53. For officers holding Honorary Commission in the three services, we recommend the following consolidated pay,—

(a) Honorary Lieutenant and equivalent in the Navy and Air Force	Rs.2,900
(b) Honorary Captain and equivalent in the Navy and Air Force	Rs.3,000

28.54. For non-combatants (enrolled in the existing pay scale of Rs.170-220 and Rs.175--225, both in Army and Air Force, we recommend the pay scale of Rs.750--8-790-EB-10-940. For non-combatants (enrolled) in the existing pay scale of Rs.200-260, we recommend the scale of Rs.800-12-920-EB-15-1070-20-1150.

Allowances, facilities, concessions and benefits

28.55. Armed forces personnel are given certain allowances, benefits and facilities. While some of these are considered necessary as a service requirement, others are given as compensation for duties involving hazards and risk or for the rigours of service life in specified areas or are in the nature of incentives for professional advancement. Some of the allowances like dearness allowance and educational assistance for children are the same as for the civilian employees and our recommendations in the relevant chapters will apply to the armed forces personnel also. The existing rates of some of

the allowances and benefits are based on the recommendations of the Third Pay Commission. Government had revised the rates of a number of allowances and facilities in January, 1983.

28.56. In our examination of the various allowances, facilities, etc. we have kept in view the proposals initially received from the three services headquarters and the joint proposals subsequently received in October, 1985. We have also kept in view the changes made in the various allowances in January, 1983 and our recommendations in regard to the allowances, facilities and benefits which are peculiar to the armed forces personnel are given in the succeeding paragraphs.

Accommodation, Furniture, Water and Electricity charges

OFFICERS

28.57. Service officers when posted to field areas are entitled to single accommodation including furniture, water and electricity free of charge as part of field service concessions. In addition, they are also entitled to retain married accommodation at last duty station or selected place of residence on payment of normal rent. Service officers when allotted married accommodation, pay rent at the concessional rate of 5 per cent in case of married officers and 2-1/2 per cent in case of single officers.

28.58. It has been brought to notice that there is considerable shortage of married accommodation for officers and the percentage level of satisfaction in peace stations even after taking into account the hired houses varies between 50 and 56 per cent for the three services. The average period of waiting for provision of married accommodation at peace stations in three services is also reported to vary from 8 months to 30 months depending upon the station. The main constraints in augmenting the married accommodation are stated to be shortage of funds and problems in acquiring suitable land. We have been told that efforts are being made to earmark more funds for constructing married accommodation at peace stations for the three services. With the completion of the on-going constructions in the Navy, the level of satisfaction for officers is expected to reach about 85 per cent. While the Defence Ministry is taking up long term remedial measures for increasing the pool of married accommodation, there is an arrangement for hiring houses for service officers. The rental ceilings up to which the houses can be hired which were revised in 1976, 1979 and 1981, are at present as follows:—

Name of the station	Captain and below (and equivalent in Navy and Air Force)	Major to Brig. (and equivalent in Navy and Air Force)
Delhi and New Delhi	Rs.900/- p.m.	Rs.1200/- p.m
Bombay and Calcutta	Rs.1200/- p.m	Rs.1200/- p.m.
Other Stations	Rs.800/- p.m	Rs.1000/-p.m

28.59. It has been pointed out that with rising rents, it is becoming increasingly difficult to hire houses within the above ceilings. Navy appears to be facing problems in hiring accommodation because of concentration of Naval officers in a place like Bombay. It has therefore been suggested that rental ceilings may be suitably enhanced. The rental ceilings for hiring private houses are fixed keeping in view the rents prevailing at a particular station, availability of government accommodation, the demand for married accommodation and other relevant factors. Government have been revising the rates of rental ceilings from time to time. We understand that the matter regarding revision of rental ceilings is under examination. Government will no doubt revise the rates of rental ceilings as circumstances may justify from time to time. In the meantime the rental ceilings for Bombay and Calcutta may be increased by fifty percent, and for other stations including Delhi and New Delhi by forty per cent.

28.60. It has been proposed that in case of non-availability of government-owned or hired accommodation, financial compensation in lieu of accommodation equal to the prescribed rental ceiling less the rental liability may be sanctioned to the officers. Service officers on transfer from one peace station to another peace station are allowed to retain government owned or hired accommodation subject to stipulated conditions if accommodation is not available at the new duty station. They are also provided rent free single accommodation at the new duty station so long as the accommodation at the old station is retained for reasons of non-availability of married accommodation. We are therefore unable to agree to the proposal.

28.61. Officers posted to field areas are provided accommodation for the family at selected places of residence. At times the family of an officer has to stay at a station where separated family accommodation is not available. It has been proposed that in such cases officers should be entitled to compensation for hiring houses at the prescribed rental ceilings less the rental liability. We agree that in cases where officers are posted to field areas and their families are not occupying government owned/hired accommodation some relief may be given and we recommend that officers may be paid at the following rates,—

- | | |
|--|-----------------|
| 1. Second Lt./Lt./Captain and equivalent | — Rs.150/- p.m. |
| 2. Major and equivalent | — Rs.200/- p.m. |
| 3. Lt. Col. and equivalent and above. | — Rs.300/- p.m. |

28.62. Service officers are provided furniture by the Military Engineering Service at the prescribed scale and the rent is charged at 2-1/2 per cent of pay. If the furniture cannot be provided by MES, the officer is authorised to hire furniture upto 5 per cent of his pay, his own liability being 2-1/2 per cent of pay. In the joint proposals it has been suggested that instead of fixing the limit of hiring of furniture at 5 per cent of pay, the hiring charges for the authorised items of furniture at each station may be laid down on the basis of the actual cost of hiring. The cost of hiring will depend upon the type and quality of furniture hired and it will not be practicable to fix hiring charges for items of furniture on this basis for each station. The existing facility for hiring of furniture is concessional and does not call for any change. So also no change is necessary regarding water and electricity charges payable by officers staying in married accommodation.

Personnel below officer rank

28.63. Personnel below officer rank in the three services are entitled to free single accommodation and allied facilities as a service condition. This concession was in vogue even prior to the recommendations of Post War Pay Committee. The concession of rent free accommodation is allowed to these personnel when provided with married accommodation also.

28.64. Keeping in view the service requirements and deployment of personnel in different areas, personnel below officer rank are entitled to married accommodation in peace areas if they fall within the "Authorised Married Establishment" (AME). The percentage of AME is reviewed from time to time and the existing position is given below,—

Rank	Percentage of AME
JCO in Army & equivalent in Navy and Air Force	100
Havildar in Army & equivalent in Navy and Air Force.	95
Naik in Army & equivalent in Navy and Air Force	90
Other ranks in Army, Navy and Air Force	50

We have been informed that it has not been possible to make available married accommodation to persons falling within the AME and the level of satisfaction varies from 35 per cent for JCO in Army to 50 per cent in Air Force. To overcome the shortage of married accommodation government have permitted hiring of accommodation within specified rental ceilings at certain stations. These were fixed in 1973. Government may review the adequacy of the ceilings from time to time. In the meantime these may be increased by forty per cent.

28.65. Where married accommodation is not provided to eligible personnel, they are permitted to arrange private accommodation and are paid a compensation in lieu of quarter (CILQ). The rates of CILQ were last fixed by government in 1976 and were made effective from November 1, 1973. CILQ is paid as a fixed amount related to each rank and not as percentage of pay. The rates also vary, depending upon the classification of cities. The existing rates of CILQ are as given below,—

Rank	A,B-I & B-2 cities (Rs.)	C Class cities (Rs.)	Other towns (Rs.)
ARMY			
JCOs	145/-	105/-	65/-
Havildar	110/-	80/-	50/-
Naik	90/-	65/-	40/-
Sepoy	80/-	55/-	35/-

Rank	A,B-I & B-2 cities (Rs.)	C Class cities (Rs.)	Other towns (Rs.)
Non-combatant (enrolled)	55/-	40/-	20/-
NAVY			
Master Chief Petty Officer-II & I	155/-	115/-	70/-
Chief Petty Officer	155/-	115/-	70/-
Petty Officer	115/-	80/-	50/-
Leading Seaman	90/-	65/-	40/-
Seaman I & II	80/-	55/-	35/-
AIR FORCE			
Master Warrant Officer	165/-	120/-	75/-
Warrant Officer	165/-	120/-	75/-
Flight Sergeant	165/-	120/-	75/-
Sergeant	130/-	90/-	60/-
Corporal	110/-	75/-	50/-
Aircraftsman	95/-	65/-	45/-

28.66. CILQ is admissible irrespective of the fact whether the family is residing with the individual at the duty station or not. Where the family is not residing at the duty station, the individual is paid CILQ at the rates applicable to "Other Towns". Personnel serving in field areas, where free single accommodation and allied facilities are provided, are also eligible for payment of CILQ at the rates applicable to Other Towns.

28.67. It has been stated in the joint proposals that there are disparities in the rates of CILQ in the three services as these have been determined with reference to pay and that this disparity should be removed as personnel in all the three services are authorised uniform scale of accommodation for a particular rank. In the joint proposals, it has been suggested that the rates of CILQ for different ranks be fixed on the basis of the rates of rental ceiling prescribed by government. We have considered the matter and are of the view that CILQ should be uniform in the three services, particularly when entitlement for accommodation is the same at corresponding ranks. We find that personnel below officer rank in the three services are entitled to accommodation with an area of 530 Sq. ft., 550 Sq. ft. and 700 Sq. ft. depending upon the rank. Since under the existing scheme the CILQ is fixed with reference to each rank in three services, personnel having the same entitlement for accommodation are sanctioned different rates of CILQ. We are of the view that the amount of CILQ should be the same for personnel having the same entitlement for accommodation.

28.68. The existing rates of CILQ are inclusive of compensation for furniture. It has been proposed by services headquarters that compensation in lieu of furniture should be sanctioned in addition to CILQ.

28.69. Personnel below officer rank are also granted compensation in lieu of electricity and free supply of water at the following rates in addition to CILQ, -

(a) **Electricity charges**

- JCOs - Rs.15/- p.m.
- Other Ranks - Rs.10/- p.m.

(b) **Kerosene charges (where there is no electricity)**

- JCOs - Rs.10/- p.m.
- Other Ranks - Rs.5/- p.m.

(c) **Water charges**

- JCOs - Rs.5/- p.m. (where piped water supply is metered).
- Other Ranks - Actual expenses, subject to maximum of Rs.5/- p.m. where the piped water supply is not metered.

Compensation in lieu of water and electricity/kerosene is not admissible to those whose families are not residing at duty station. It has been urged in the proposals that the cash compensation in lieu of free water and electricity should be based on actual cost of electricity and water.

28.70. It has been brought to notice that separate payments on account of electricity and water charges increase the administrative and accounting work and it may be desirable to include these in CILQ. We are of the view that the rate of CILQ should be a composite rate inclusive of the compensation for furniture, electricity/kerosene and water. We have determined the rates of CILQ accordingly.

28.71. Taking into account all factors, we recommend the following rates of CILQ—

Rank	Proposed rates of CILQ, including compensation for furniture, water and electricity/kerosene		
	A, B-I & B-2 Class towns	C Class towns	Other towns
	Rs. p.m.	Rs. p.m.	Rs.p.m.
1. Sepoy/Seaman, Aircraftsman, Leading Aircraftsman, Naik, Leading Seaman, Corporal	300	200	150
2. Havildar, Petty Officer, Sergeant.	350	250	170
3. Naib Subedar, Subedar, Subedar Major, Junior Warrant Officer, Warrant Officer, Master Warrant Officer, Chief Petty Officer, Master Chief Petty Officer-I, Master Chief Petty Officer-II	450	300	200
4. Non-combatant (enrolled).	150	100	50

Outfit Allowance

28.72. Personnel below officer rank are provided uniforms free of cost initially and also at the expiry of the prescribed period. Service officers are paid grant-in-aid for meeting a portion of the cost of uniforms in the form of initial and renewal outfit allowance. The existing rates which were fixed in January, 1983, are Rs.2100/- for Army and Air Force and Rs.2400/- for Navy as initial outfit allowance and Rs.1800/- for Army and Air Force and Rs.2100/- for Navy as renewal outfit allowance payable after 7 years. It has been stated that because of the overall escalation of prices the financial burden on the officers for equipping themselves with service uniforms has increased. It has therefore been suggested that the government should undertake liability for the entire cost of uniforms as in the case of personnel below officer rank. Based on cost estimates it has been suggested that the initial outfit allowance should be fixed at Rs.5500/- for Army and Air Force and Rs.6400/- for Navy. There is some justification for the suggestion that the entire expenditure on service uniforms may be reimbursed to officers of the Defence Forces as is being done for personnel below officer rank. Government may take a decision in the matter. Until then, we recommend that the rates of initial outfit allowance for service officers may be fixed at Rs.3000/- for Army and Air Force and Rs.3500/- for Navy. We also suggest that there may be no difference between the rates of initial outfit allowance and renewal outfit allowance.

28.73. Lady Medical Officers are at present given an initial outfit allowance of Rs.1000/- and renewal outfit allowance of Rs.800/-. We recommend that Lady Medical Officers may be granted initial outfit allowance and renewal outfit allowance at the same rates as applicable to officers in Army and Air Force.

28.74. For officers of the MNS, both regular and local, we recommend that the amount of initial outfit allowance and renewal outfit allowance may be Rs.1000/-.

28.75. The cadets in the Naval Academy are at present given an initial outfit allowance of Rs.1980/-. We recommend that the initial outfit allowance for the cadets may be increased to Rs.3000/-, 50 per cent being paid on joining the training ship and the balance on promotion as Acting Sub-Lt.

Kit Maintenance Allowance

28.76. For up-keep of service uniforms the officers in the Army, Navy and Air Force are given kit maintenance allowance (KMA) of Rs.75/- p.m. The amount of the allowance is Rs.30/- p.m. for

MNS officers (regular) and Rs.200/- per annum for MNS (local). No kit maintenance allowance is admissible to Lady Medical Officers although they are eligible for payment of initial and renewal outfit allowances. Keeping in view the increased cost of maintenance, we recommend that KMA may be paid at Rs.100/- p.m. to all officers in Army, Navy and Air Force, including Lady Medical Officers. We also recommend that KMA may be paid at the rate of Rs.50/- p.m. to MNS officers, both regular and local.

28.77. In regard to other proposals related to uniform allowance, we recommend as follows,—

Description	Existing rate	Proposed rate
(i) Distinctive uniform allowance admissible to MNS Officers on transfer from one service to another (one time payment)	Rs.75/-	Rs.100/-
(ii) Special allowance admissible to MNS officers for appointment at Command and Army HQ (one time payment)	Rs.400/-	Rs.600/-

It has been suggested that combat uniforms should be issued free to all officers as is being done in case of officers of the flying branch in Air Force. This is a matter for government to consider taking into account the requirement of uniform, its scale, usage, etc.

Outfit allowance for personnel below officer rank

28.78. We suggest that the rates of following allowances may be revised as under:—

Description of allowance	Existing rate	Proposed rate
1. Clothing maintenance allowance	Army - Rs.15/- p.a. Navy - Rs.30/- p.a. Air Force - Rs.18/- p.a.	Rs.50/- p.a. Rs.75/- p.a. Rs.50/- p.a.
2. Outfit allowance to JCOs and equivalent granted honorary commission. (one time payment)	Army/ Air Force - Rs.1200/- Navy - Rs.1460/-	Rs.1600/- Rs.2000/-
3. Outfit allowance to NCO and equivalent promoted as JCO (one time payment)	- Rs.200/-	Rs.250/-
4. Civilian Clothing (Mufti) allowance to recruits. (one time payment)	- Rs.25/-	Rs.100/-
5. Hair cutting/clearing allowance	- Rs.3/- p.m.	Rs.5/- p.m.
6. Washing allowance	Army/ Air Force/ Navy - Rs.7/- p.m. For sailors afloat	Rs.15/- p.m. Rs.25/- p.m. for both hair cutting and washing allowance

Travelling allowance

28.79. The rules governing grant of travelling allowance and daily allowance to armed forces personnel generally conform to those of civilian government employees with certain variations. We do not recommend any change in the existing entitlements for class of travel by rail and air, except that service officers of the rank of Lt. Col. and below, excepting honorary commissioned officers, may be allowed to travel by second ACC two-tier also while on temporary duty. We also recommend that officers of the rank of Lt. General and equivalent may be allowed to travel by executive class for air journeys within India.

Government have issued orders in April, 1986 revising the rates of the transfer grant, packing allowance, baggage allowance for service officers on the lines of similar orders applicable to civilian employees. Our recommendations in regard to T.A. on transfer to civilian employees may be extended to service officers also. The existing differential between married and single officers may be continued.

28.80. The T.A. entitlements on transfer of personnel below officer rank are different. There is an entitlement for conveyance of baggage and in lieu of transfer grant they are paid a cash allowance at the rate of Rs.60/- for JCO and Rs.45/- for other ranks as recommended by the Third Pay Commission. It is seen that while the transfer T.A. entitlements of officers have been revised in April, 1986, a similar revision has not been made in respect of personnel below officer rank. We think that the entitlement for conveyance of baggage for these personnel needs revision and we recommend that the baggage entitlement may be revised as follows:-

	Married	Single
JCO and equivalent	3000 kg.	500 kg.
NCO and equivalent	1500 kg.	250 kg.
Other ranks	1000 kg.	250 kg.

The existing separate baggage entitlement for temporary duty, posting to field areas and for attending courses of instruction may continue.

We also recommend that government may examine whether the personnel below officer rank should continue to be paid a cash allowance in lieu of transfer grant or their entitlement in this respect should be modified taking into account the conditions under which they have to move on transfer.

28.81. In the matter of grant of daily allowance to service officers proceeding on tour, courses of instruction and temporary duty, the recommendations made by us for civilian employees may be extended to them. We are unable to agree to the suggestions for grant of daily allowance to officers attending local courses of instruction, payment of daily allowance for journeys undertaken in the field service concession areas and for period of temporary duty in such areas.

28.82. For journeys on temporary duty, personnel below officer rank are paid Train Journey Ration Allowance (TJRA) and one-fourth of the admissible D.A. It has been suggested in the joint proposals that they may be paid D.A. at prescribed rates. We agree and recommend that for rail journey on temporary duty the existing system of payment of TJRA may be discontinued and personnel below officer rank may be paid daily allowance at the prescribed rates.

28.83. It has been suggested that daily allowance admissible in respect of the family members should be paid to personnel below officer rank also for journeys on transfer. We agree and recommend accordingly.

Leave Travel Concession

28.84. We have considered the suggestions made in regard to leave travel concession and are of the view that the existing schemes are adequate and do not require any change. We however suggest the following modifications in the existing schemes in respect of personnel below officer rank:-

- (i) The existing limit of 965 km of free conveyance for journey to a selected leave station, may be raised to 1450 km as applicable to officers.
- (ii) The facility of free conveyance to selected leave station is admissible to the families only if they are staying at the place of duty of the individual. We recommend that the facility may be allowed to the families if they are not residing at the duty station due to non-availability of married accommodation at that place.

Rations

28.85. The facility of free rations has been extended by government in peace areas also to officers upto the rank of Brigadier and equivalent. It has been suggested in the joint proposals that this should be admissible to officers above the rank of Brigadier and equivalent also. We accept the suggestion and recommend accordingly.

28.86. Personnel below officer rank are provided free rations. The scale of rations is however not uniform. The scales of ration are the same in Navy and Air Force, but the ration allowance payable in lieu of free rations is different. There are also different rates of ration allowance payable under

different condition. While condiments are issued as part of rations in Air Force and Navy in Army a cash allowance is drawn at the specified rates.

28.87. There is a multiplicity of rates of ration allowances with minor differences which need to be rationalised and simplified. We, accordingly, suggest that the government may examine if a common scale of ration and a uniform rate of ration allowance could be adopted for the three services. The standard rate of ration allowance could be an average of the lower and higher rates including the allowance for condiments.

Separation Allowance (peace)

28.88. It has been suggested in the joint proposals that officer who are forced to live singly due to posting to field areas, non-availability of married accommodation in peace stations and due to mid-school postings, may be sanctioned additional allowance to be known as separation allowance at the rate of Rs.500/- per month. We have separately recommended extension of the facility of free rations in peace areas to officers of the rank of Major General and above and equivalent. We recommend that the existing separation allowance (peace) of Rs.200/- p.m. admissible to officers of the rank of Maj. General and above and equivalent which was introduced with effect from January 25, 1983 may be discontinued. This allowance was discontinued for officers of the rank of Brigadier and equivalent with effect from July, 1984 when they were made eligible to draw free rations. There is already a provision that if married accommodation is not available in peace areas or officers are not in a position to shift their families because of mid-school term posting, they are allowed to retain the accommodation at their last place of posting and are also provided with free single accommodation at the new place of posting.

28.89. To mitigate the hardships of government employees who are not provided with married accommodation immediately on posting to new place and are forced to shift their families from the previous place of posting at a later date, we have separately recommended that in such cases a government employee may be provided with free passage from his new place of posting to his earlier place of posting and back to enable him to bring the family. This will apply to the armed forces personnel also.

Technical Pay

28.90. A technical pay is given to officers in the aeronautical engineering branch of the Air Force, the engineering and technical branches of the Navy and to technical officers of the Army. The amount of technical pay ranges between Rs.75/- and Rs.200/- per month for possessing/acquiring higher qualifications of post-graduate degree/diploma or on completion of certain specified courses at the service training institutions. The total amount of technical pay is not to exceed Rs.25/- p.m. irrespective of the number of qualifications acquired or courses undertaken. We have considered the suggestions for increasing the amount of technical pay and also for extending it to other technical cadres and de-linking it from the course/qualification. Keeping in view the shortage of officers in the technical branches, there is need for continuance of grant of technical pay to attract technical graduates to the three services. Government may review the position from time to time and decide the branches/corps and the course/qualifications for which technical pay should be admissible taking into account the requirements of officers and other relevant factors. We are unable to agree to the proposal for de-linking the grant of technical pay from completion of certain specified courses. While the quantum of technical pay may be reviewed by government from time to time, we suggest that till the next review the existing rates may be increased by fifty per cent.

Qualification Pay/Qualification Grant

28.91. There are at present four rates of qualification grant, viz., Rs.6000/-, Rs.4500/-, Rs.2400/- and Rs.1600/- which is a one-time grant for acquiring specified qualifications/undergoing specified courses at the service training institutes. It has been suggested that the qualification grant may be replaced by monthly qualification pay. The existing system of payment of qualification grant is based on the recommendations of the Third Pay Commission and we do not recommend replacement of the same by qualification pay. We think that the qualification grant should be payable for acquiring qualifications and on passing courses which are considered beneficial and relevant for official duties.

Government may therefore periodically review the various courses for which the qualification grant is payable to determine the need for continuance. As regards the amount of qualification grant, the existing rates may be increased by 25 per cent. We also recommend that reward for passing Judge Advocate General departmental examination may be increased from Rs.1000/- to Rs.1600/-.

Specialist pay for Army Medical Corps/Army Dental Corps

28.92. Officers of AMC and ADC who fulfil necessary qualifications and have sufficient experience and standing in any of the recognised subjects are given specialist or graded status and are sanctioned specialist pay at the following rates:-

- | | |
|--------------------------------------|---------------|
| (a) For graded specialist | Rs.100/- p.m. |
| (b) For classified specialist | Rs.150/- p.m. |
| (c) For Consultant/Professor/Adviser | Rs.200/- p.m. |

It has been suggested that the specialist pay for the officers of AMC and ADC should be related to the pay differential between the specialist and the general duty doctor of the Central Health Service. Keeping in view the proposed pay structure and the provision for antedating appointments of officers of the AMC/ADC possessing post-graduate diploma, we recommended that the specialist pay for officers of the AMC and ADC may be given at the following rates:-

- | | |
|-----------------------------------|----------|
| (a) Graded specialist | Rs.400/- |
| (b) Classified specialist | Rs.500/- |
| (c) Professor/Consultants/Adviser | Rs.600/- |

Non-Practicing Allowance

28.93. There are three rates of non-practicing allowance (n.p.a) for officers of AMC and four rates for officers of ADC and RVC. We recommend the following revised rates of NPA,-

Rank	A.M.C.	A.D.C.	R.V.C.
1. Lieutenant	--	Rs.250/-	Rs.250/-
2. Captain	Rs.400/-	Rs.400/-	Rs.400/-
3. Major	Rs.550/-	Rs.550/-	Rs.550/-
4. Lt. Col. and above	Rs.750/-	Rs.750/-	Rs.650/-

Acting Allowance

28.94. The rates of acting allowance for JCO may be revised as follows:-

	Existing rate	Proposed rate
(a) When officiating in vacancy of Major and equivalent	Rs.100/-	Rs.200/-
(b) When officiating in vacancy of a Captain and equivalent and below	Rs. 75/-	Rs.150/-

Good Service/Good Conduct Pay

28.95. Good Service/good conduct pay/good conduct badge pay is given as incentive to promote good conduct, zeal and efficiency among personnel below officer rank. There are certain variations among the three services and Army Headquarters have suggested that the good service pay may be rationalised on inter-service basis. The inter-service perception in regard to good service pay however differs. As good service pay serves as an effective incentive for efficient performance on the part of the personnel below officer rank, we recommend that the existing rate of good service pay may be revised to Rs.16/- per month per badge in the case of Army and Rs.20/- per month per badge in the case of Navy and Air Force. The other conditions regarding its grant may remain unchanged.

Field Service Concessions

28.96. The armed forces personnel posted in field areas are entitled to free rations, free single accommodation and allied facilities. In addition, a separation allowance is payable to service officers and special compensatory allowance to personnel below officer rank in Army and Air Force. In Navy separation allowance to officers and sea duty allowance to personnel below officer rank is payable when the ship is actually away from the base port for a period exceeding 12 hours. For grant of field service concessions, the different areas are classified as full field, modified field and improved modified field areas. In those areas which are treated as high altitude/uncongenial climate areas,

additional allowance is payable at the prescribed rates in addition to the separation allowance for service officers.

28.97. There is no uniformity between officers and other ranks in regard to the eligibility for the allowances in the different types of field areas. While officers are paid high altitude/uncongenial climate area allowance in addition to separation allowance, personnel below officer rank are paid special compensatory allowance only. While officers in modified field areas are given a special ad hoc allowance or local compensatory allowance as admissible to civilians, other ranks are eligible for payment of local compensatory allowance only. Similarly, while in the case of officers there is distinction in the rates of allowances admissible in full field areas and improved modified field areas, there is no such distinction for other ranks. Army headquarters in their proposals have suggested further classification of certain areas as hard areas and low intensity operation areas in addition to the field areas. Certain norms have been suggested for classification of areas on the lines suggested by them.

28.98. The present classification of areas into three types is complex and anomalous and needs to be rationalized and simplified. We are of the view that armed forces personnel posted in field areas should be provided with necessary facilities and given additional compensation compared to the personnel working in peace areas. We have separately recommended grant of compensation when officers posted in field areas do not avail of the facility of government accommodation at the last place of posting or the separated family accommodation at selected stations. Personnel below officer rank in field areas are also being paid CILQ at the rates applicable to other towns which we have improved. We think that field service concessions should be admissible for operational reasons only in areas declared as field service areas by government. No other areas should be eligible for the field service concessions. We suggest that the existing classification of areas for grant of field service concessions may be reviewed by government. While determining the areas which should be treated as field service areas, government may also decide the field service concessions which should be admissible there taking into account the special compensatory allowances recommended by us for civilian employees in such areas.

Snow-Bound Area Allowance

28.99. Army Headquarters have proposed that the personnel posted in permanently snow-bound areas may be sanctioned a special allowance to be known as Snow-Bound Area Allowance, to compensate for the hardships faced by them in permanently snow-bound areas. An allowance known as '*avalanche pay*' is admissible to the staff of the Avalanche Study Establishment under the Defence Research and Development Organisation which has been extended recently to the army personnel deployed in specified areas.

We are satisfied that there is a need for grant of a special compensation to personnel working in permanently snow-bound areas. We recommend that government may decide the areas which should be treated as permanently snow-bound and determine the amount of snow-bound areas allowance to be granted to the personnel working in such areas.

Flying Pay

28.100. Officers and airmen in the flying branch of the Air Force are paid flying pay as a compensation for the extra risk involved in performance of flying duties. We recommend the following rates of flying pay for the officers and airmen in the flying branch:—

Category	Proposed rate of flying pay Rs. (p.m.)
1. Upto Group Captain	1200/-
2. Above Group Captain	900/-
3. Airmen and Air Crew	900/-

The existing conditions for grant of flying pay may continue to be applicable. The rates of flying pay as suggested here will also be applicable to personnel of the naval aviation branch in Navy.

Submarine Pay

28.101. Officers and sailors drawn from other branches of Navy for service in the submarine constitute the submarine cadre. For compensating the hard conditions of life in submarine, the officers and sailors are given submarine pay. The rates of submarine pay were last revised with effect from October 1, 1981. It has been suggested that the submarine pay should be equal to the flying pay given to the officers of flying branch of Air Force and the amount should be substantially increased keeping in view the risk and hazards of life in submarine. We agree that the rates of submarine pay wherever admissible may be on par with the rates of flying pay. We accordingly recommend the following rates of submarine pay:-

Designation	Existing rate	Proposed rate
Upto Captain	Rs.550/-	Rs.1200/-
Sailors		
1. Master Chief Petty Officer	Rs.350/-	Rs. 900/-
2. Chief Petty Officer	Rs.300/-	Rs. 900/-
3. Petty Officer	Rs.275/-	Rs. 900/-
4. Leading Seaman	Rs.265/-	Rs. 700/-
5. Seaman	Rs.250/-	Rs. 700/-

All other conditions for grant of submarine pay may continue as at present.

28.102. It has been brought to notice that submarine pay becomes inadmissible in case of temporary medical unfitness for period exceeding three months although the officer is borne on submarine cadre. On the analogy of flying pay, submarine pay may continue to be paid so long as the officer is posted in the submarine branch. Non-submarine cadre personnel when attached to submarine branch for purposes of training/exercise and trials are given submarine allowance on daily basis with a monthly ceiling. We recommend the following daily rates without any monthly ceiling:-

(i) Officers – Rs.15/-

(ii) Sailors – Rs. 5/-

Hardlying Money

28.103. Hardlying money is granted as compensation to officers and sailors for the discomforts of living on board ships. The allowance is payable at half the rates on board bigger ships as the discomforts are deemed to be comparatively less. This allowance is admissible to all those who live on the ship whether the ship is in the harbour or at sea.

Naval headquarters have proposed increase in the rates of hardlying money and have also suggested that the existing distinction in the rates of hardlying money on the basis of the class of ship may be done away with. We find that habitable conditions in modern war ships have remained more or less the same and the naval personnel on board the ships face the same difficulties, particularly in regard to the cramped accommodation. We accordingly recommend that the rates of hardlying money may be revised as under:-

Officers – Rs.100/- p.m.

Sailors – Rs. 70/- p.m.

The existing classification of ships for grant of hardlying money at full/half rates may continue.

Diving Allowance/Dip Money

28.104. Officers and sailors who are borne on the diving cadre are paid diving allowance at monthly rates. In addition, dip money is payable to those who actually perform diving duties. We recommend the following rates of diving allowances:-

Category of officers	Diving Allowance	
	Existing rate Rs. p.m.	Proposed rate Rs. p.m.
1. Clearance Diving Officer	150/-	200/-
2. Ship Diving Officer	75/-	100/-
SAILORS		
1. Clearance Divers Class I	113/-	150/-
2. Clearance Divers Class II	98/-	130/-
3. Clearance Divers Class III	83/-	110/-
4. Clearance Divers Class IV	75/-	100/-

As regards dip-money, we recommend that the existing rates may be doubled.

Survey Bounty / Pay

28.105. Officers and sailors from the executive branch who volunteer for specialisation in survey work constitute the survey cadre. Those belonging to the survey cadre are paid an annual survey bounty for survey work ranging from Rs.1000/- to Rs.2000/- for officers and from Rs.3000/- to Rs.700/- for sailors.

Naval headquarters have suggested that the existing system of annual survey bounty may be replaced by a monthly survey pay. We agree and recommend that the annual survey bounty may be replaced by a scheme of monthly survey pay which should be payable to such of the officers and sailors who belong to the survey cadre and are actually engaged on survey duties. We propose the following rates of monthly survey pay:—

Designation	Proposed rate of monthly survey pay Rs. (p.m.)
Officers	
1. Surveyor Class IV	200/-
2. Surveyor Class III	250/-
3. Surveyor Class II	300/-
4. Surveyor Class I	350/-
5. Charge Surveyor	350/-
Sailors	
1. Surveyor Recorder III	50/-
2. Surveyor Recorder II	75/-
3. Surveyor Recorder I (Petty Officer and below)	100/-
4. Surveyor Recorder I (Petty Officer and above)	125/-

28.106. Naval headquarters have also suggested that, apart from survey personnel, there are a number of other personnel on board the ship who give necessary support to survey operations. Such personnel are electrical officer, boat engine driver, medical assistant, etc. It has been suggested that non-survey personnel serving on board the survey ships who are also exposed to the same risks and hazards may be granted 50 per cent of the lowest rate of survey pay. We agree with the suggestion and recommend accordingly.

Sea Service Concessions

28.107. As mentioned in para 28.96, in the case of Navy, the separation allowance to officers and sea duty allowance to sailors is admissible when the ship is away from the base port for a period exceeding 12 hours. Naval headquarters have stated that the service on board the ship whether at sea or harbour is distinct from service ashore and the personnel posted to sea suffer from a number of deprivations, stresses and tensions. It has therefore been proposed that a separate compensation should be sanctioned to the officers and the seamen posted to ships. We have considered the suggestion and do not find adequate justification for payment of a separate sea service concession to officers and sailors posted to ships.

28.108. We have examined the need for improvement in certain other allowances and our recommendations in this regard are given below:—

Name of allowance	Service where it exists	Existing rate Rs. (p.m.)	Proposed rate Rs. (p.m.)
1. Shorthand Allowance	All the three services	30/-	60/-
2. Funeral allowance	All the three services	250/-	500/-
3. Toilet requisites when in civil custody (For personnel below officer rank)	All the three services	2/-	10/-
4. Subsistence allowance for families of other ranks	All the three services	60/-	200/-
5. Training Camp allowance for officers posted in NCC Units	All the three services	6/- per day	Training Camp allowance may be abolished and officers permitted to draw one-fourth of daily allowance.

Name of allowance	Service where it exists	Existing rate Rs. (p.m.)	Proposed rate Rs.(p.m.)
6. Para Pay	Army During first 2 years of para duties	After completion of 2 years continuous service	
Officers	Rs.55/- p.m.	Rs.60/- p.m.	150/-
JCOs	Rs.35/- p.m.	Rs.45/- p.m.	100/-
ORs	Rs.20/- p.m.	Rs.25/- p.m.	100/-
7. Para Reserve Pay	Army	50 per cent of para pay	50 per cent of para pay
8. Special Commando Allowance	Army Officers JCOs Havildars NCOs Sepoys	200/- 125/- 100/- 90/- 75/-	350/- 250/- 175/- 175/- 175/-
9. Air Despatch	Army		
JCOs	Rs.45/- p.m.	Rs.55/-p.m.	Rs.60/- per month
ORs	Rs.35/- p.m.	Rs.40/- p.m.	to both JCOs and other Ranks
10. Test Pilot Allowance	Air Force	Rs.250/- per month	One third of the flying pay
11. Para Jump Instructor Pay	Air Force Officers Airmen	Rs.225/-p.m. Rs.150/-p.m.	Rs.300/-p.m. Rs.200/-p.m.

We also recommend that the existing conditions governing grant of these allowances may continue.

Project Allowance

28.109. Service officers when posted to any project continue to be governed by their own service conditions and, therefore, are not entitled to project allowance given to civilian employees. It has been suggested that service officers when deputed to projects may be sanctioned project allowance at the same rates and terms and conditions as admissible to others. We recommend that project allowance may be extended to the service officers if they are deputed to a project in organisations other than those under the Ministry of Defence and the officers are treated as on deputation and are not eligible for any field service concession.

Deputation Allowance

28.110. Service officers are given deputation allowance at 50 per cent of the rates applicable to civilian officers. It has been suggested in the joint proposals that the service personnel when employed in organisations other than their own within the Ministry of Defence, should be entitled to receive deputation allowance on the same basis as the civilian officers. The present reduced rates are on account of the service concessions which the officers continue to enjoy while on deputation. We do not recommend any change in the present position.

Transport for school-going children

28.111. Free transport facility for school-going children of personnel below officer rank has been in existence for a long time. The same facility has been given for school-going children of officers since January 1983, subject to the condition that the transport will be provided from the existing establishment of vehicles. It has been suggested in the joint proposals that where service transport cannot be provided for transporting children of service personnel to school and back, bus charges as payable to the school may be reimbursed. We do not find justification for this.

28.112. The suggestion for grant of certain new allowances like confined space/radiation hazard allowance to naval personnel, hazard allowance for air force personnel handling explosives and an allowance for dog handling duties also lack justification.

Fixation of pay in the proposed scales

28.113. In chapter 30 we have recommended the method for fixation of pay in proposed scales for civilian employees, we recommend that the same method may be adopted for fixation of pay of armed forces personnel also. Since rank pay is a separate element for officers upto the rank of Brigadier and equivalent, the same may be taken into account while fixing pay in the integrated scale of pay recommended by us. An illustration showing the pay in the integrated scale of pay for army officers of different ranks is given in Annexe 28.1. The following illustrations indicate the manner in which pay should be fixed for armed forces personnel.

Illustration No. 1

1. Rank	-	Captain
2. Existing basic pay	-	Rs.1300.00
3. DP/ADA on basic pay at index average 608 and interim relief	-	Rs.1650.00
4. Existing emoluments	-	Rs.2950.00
5. Add. 20% of basic pay	-	Rs.260.00
Total	-	<u>Rs.3210.00</u>
6. Pay to be fixed in integrated scale	-	Rs.3100/- + Rank pay 200/-

Illustration No. 2

1. Rank	-	Major
2. Existing basic pay	-	Rs.1600.00
3. DP/ADA on basic pay at index average 608 and interim relief	-	Rs.1740.00
4. Existing emoluments	-	Rs.3340.00
5. Add. 20% of basic pay	-	Rs.320.00
Total	-	<u>Rs.3660.00</u>
6. Pay to be fixed in integrated scale	-	Rs.3400/- + Rank Pay Rs.400/- (as minimum pay for rank of Major is Rs.3400/- in integrated scale)

Illustration No. 3

1. Rank	-	Lt. Col.(Time scale)
2. Existing basic pay	-	Rs.1900.00
3. DP/ADA at index average 608 and interim relief	-	Rs.2037.00
4. Existing emoluments	-	Rs.3937.00
5. Add. 20% of basic pay	-	Rs.380.00
Total	-	<u>Rs.4317.00</u>
6. Pay to be fixed in integrated scale	-	Rs.4000/- + Rank Pay Rs.400/- for rank of Major

Illustration No. 4

1. Rank	-	Brigadier
2. Existing basic pay	-	Rs.2200.00
3. DP/ADA at index average 608 and interim relief	-	Rs.2346.00
4. Existing emoluments	-	Rs.4546.00
5. Add.20% of basic pay	-	Rs.440.00
Total	-	<u>Rs.4986.00</u>
6. Pay to be fixed in integrated scale	-	Rs.4600 + Rank Pay Rs.1200/-(as the minimum pay admissible for the rank of Brigadier is Rs.4600/- in integrated scale.)

Illustration No. 5

1. Rank	-	Sepoy (Group D)
2. Existing scale of pay	-	Rs.200-5-260
3. Proposed scale of pay	-	Rs.900-15-960-20-1120
4. Existing basic pay	-	Rs.215.00
5. DP/ADA at index average 608 and interim relief	-	Rs.533.20
6. Existing emoluments	-	Rs.748.20
7. Add. 20% of basic pay subject to minimum of Rs.50/-	-	Rs.50.00
Total	-	<u>Rs.798.20</u>
8. Pay to be fixed in proposed scale	-	Rs.900.00

Illustration No.6

1. Rank	-	Subedar Major (Group B)
2. Existing scale of pay	-	Rs.650-25-750
3. Proposed scale of pay	-	Rs.2050-60-2290
4. Basic pay	-	Rs.725.00
5. DP/ADA at index average 608 and interim relief	-	Rs.1234.20
6. Existing emoluments	-	Rs.1959.20
7. Add. 20% of basic pay	-	Rs.145.00
Total	-	<u>Rs.2104.20</u>
8. Pay to be fixed in proposed scale	-	Rs.2110.00

Illustration showing pay in the integrated scale of pay to army
officers of different ranks

Year of service	Rank	Stage (Rs.)	Rank Pay (Rs.)
1.	2 Lt.	2300	-
2.		2400	-
3.	Lt.	2500	-
4.		2600	-
5.	Captain	2700	-
6.		2800	200
7.		2900	200
8.		3000	200
9.		3100	200
10.		3200	200
11.	Major	3300	200
12.		3400	400
13.		3500	400
14.		3600	400
15.		3700	400
16.		3800	400
17.	Lt.Col.(Sel.)	3900	600
18.		4000	600
19.		4100	600
20.		4200	600
21.	Colonel	4300	800
22.		4400	800
23.		4500	800
24.	Brigadier	4600	1200
25.		4700	1200
26.		4800	1200
27.		4900	1200
28.		5000	1200

Note: Existing minimum period of reckonable commissioned service prescribed for substantive promotion to each rank in Army has been taken into account for working out the above.

CHAPTER 29

EFFICIENCY IN ADMINISTRATION

29.1. We have here considered some of the general problems connected with pay administration. In doing so, we have kept in view the present structure of the administration and the direction in which changes may be desirable and feasible in the pay system.

29.2. Our terms of reference emphasise the need for promoting efficiency in administration. This is so for the obvious reason that revision of pay scales and conditions of service will be meaningless if it does not bring this about. After all it is the public exchequer which pays for increases in its expenditure and it is the duty of those for whose benefit the expenditure is incurred, to respond with a degree of responsibility and enthusiasm so that the end result of increasing administrative efficiency may be achieved. We have kept this in view while examining the pay scales, allowances and conditions of service of the central government employees. The rationalisation of pay scales and reduction in their number suggested by us will, we hope, make the pay administration simpler. We have also suggested rationalisation of the payment of allowances wherever possible.

29.3. Management techniques are rapidly advancing, and it is necessary that the knowledge and skill of government employees should be continuously updated, for without some such arrangement, even a willing and conscientious public employee may not be able to do all that he is capable of doing for the administration. The training of government employee is therefore a matter of great importance with the general improvement and elongation of pay scales recommended by us, and should be arranged wherever necessary, in accordance with the requirements of each department or office. A system of training manuals may be introduced where it may not be possible to depute the employees for training. Training may include the use of modern machines and systems of work where necessary. We have taken it as well settled that there is all round appreciation of the need to bring out simplicity, economy and speed in administration, and this should be constantly kept in mind in implementing our report. Methods and techniques of government are capable of appreciable changes with the ever increasing sophistication all round. Wherever work can be done economically and efficiently by machines or even with the help of outside organisations, there should be no hesitation in doing so in the best interest of the administration, providing where necessary, for the maintenance of standards, speed and other necessary safeguards.

29.4. As has been mentioned earlier, there is proliferation of some posts and pay scales. Confusion has also been created by giving the same designations to posts of different nature, responsibilities and status. In some cases, the status and responsibilities of age old posts of considerable status and importance have been reduced so that their designation does not convey a proper idea of their status and responsibilities. We also find that posts of similar designation like "Director", have different status and responsibilities in different departments and offices. We think it desirable that government should undertake rationalisation of designations of such posts in a coordinated and well-considered manner so that inter-departmental differences, which are sometimes called anomalies, may be kept to the minimum if not eliminated. This, however, has to be a continuing effort, and we hope government will pay attention to it so that a degree of uniformity may be achieved in the designations of the posts, and their pay scales may be able to reflect their status and job content. When that has been brought about, it would be easier to adopt job evaluation as a method of pay determination.

29.5. The need for a reasonably well paid and contented civil service is obvious for it is an important input in national development. For the same reason, there is need for proper motivation of the employees, and one way of doing so is to look after them properly so that they may be able to give their best in the service of the country. We suggest that government may consider introducing a cadre of personnel officers and advisers in major departments for this purpose. Their main function should be to have continuing interaction with the employees and to acquaint themselves with their problems so

that they may be remedied as early as possible. They should also be able to guide the employees wherever their help is required in seeking redressal of their grievances and removal of other difficulties.

29.6. Care should also be taken to ensure that a fair share of the country's best talent is recruited to its services. We have tried to improve the pay scales and conditions of service to make them attractive. Government have already prescribed the qualifications necessary for recruitment to the various organised services and posts. We suggest that these may be periodically reviewed for such improvements and changes as may be necessary. Recruitment is already being made through UPSC and the Staff Selection Commission for several services and posts. Government may examine which other posts could be brought within the purview of such commissions so that selections may be made on the basis of competitive examinations for as many more posts as possible.

29.7. Various suggestions were made for grant of more allowances-particularly to employees belonging to professional and technical categories. We are also aware that officers have sometimes to work much beyond the prescribed hours on occasions like accidents or natural calamities. We have taken these factors into consideration, but our general approach has been to discourage payment of compensation like overtime allowance and we do not favour its extension. We have recommended the continuance of several allowances and facilities and have tried to improve them wherever necessary. We thought of suggesting an allowance for the purchase of scientific and other technical books and journals so that employees may be able to keep their knowledge upto date, but their cost has gone up so high that it will really not help if the purchase of a book or a journal is subsidised by government. It will therefore be better if departmental libraries are developed and they provide relevant abstracts of articles, book reviews, etc. for different groups and disciplines. Government may consider expanding these facilities so that many more officers may be able to utilise them.

29.8. The question of granting incentive to officers and staff who acquire higher qualification has also engaged our attention. Railways have suggested a scheme for giving such incentives in the context of the need for updating the skills of the employees for the more efficient discharge of their duties in these days when modernisation and adoption of advanced technology is being undertaken in different fields of railway working. Suggestions have also been made for grant of post graduate allowance to veterinary surgeons and special allowances to EDP personnel. Some such schemes are in existence in the defence services. We suggest that some incentive should be given to employees who acquire qualifications which are useful for their work and contribute to their efficiency.

29.9. We have prescribed the pay scale of Rs.4500-5700 for professors. While dealing with CHS we have recommended the creation of some posts of professors/consultants in the pay scale of Rs.5900-6700. We have also recommended a pay of Rs.7300/- (fixed) for those professors/consultants who have done outstanding work. This has been done to encourage and recognise excellence in academic field. We suggest that similar encouragement and recognition may be provided in other high level institutions of teaching and research.

29.10. It has been suggested that there should be greater mobility of scientific and technical personnel between government and autonomous institutions and universities, etc. The suggestion is useful for interaction of this nature will help in infusing new ideas and enrich the experience of the employees. Government may consider amending the service rules suitably to facilitate such mobility in those services and for those posts where it is likely to be useful.

29.11. Group A officers have to assume greater and greater responsibilities with their advancement in service. It is desirable that they should undergo a minimum of two extensive training courses to be suitably spaced in their career. That will broaden their outlook and experience. Some of these officers progress far enough to aspire for higher posts when they come within the range of eligibility. It may be that some of them may not have worked in what are commonly known as "generalist" posts even though they may have a satisfactory background of "professionalism". It may well be that the requirement of a high level post may be for a "generalist" officer who brings, perhaps, a lay, but, one hopes, a reasonably intelligent attitude to the problems with which he is confronted. It is fair and reasonable that such officers should be suitably equipped by giving them such training as may be necessary. On successful completion of their training, they may be considered for appointment

to the higher posts in question. For that purpose, a procedure may be devised for empanelling the best officers without regard to the service to which they belong. This will ensure proper utilisation of the best personnel for higher post under the government.

29.12. Group D posts in the scale of Rs.196-232 consist largely of peons, messengers, helpers, orderlies, etc. As their promotional avenues are limited, we have recommended a longer pay scale for them in place of the existing ordinary and selection grades. These employees are at present eligible for promotion to ten per cent of the clerical posts if they are matriculates. Since the recruitment qualifications vary from 4th to 8th standard many of them are not eligible for promotion. In railways and P&T, they are eligible for promotion to some specified cadres. In railways, the percentage of promotion ranges from 25 to 33-1/3 and it is much the same in P&T. We think it desirable that the utility and career progression of these employees should be improved so that they may have something to look forward. They may be entrusted not only with the duty of running errands, opening mail and distribution of dak, etc., but also with operating minor office machines and clerical work of a routine nature. Training facilities may be provided to upgrade their knowledge and skill and, wherever possible, they may be sent to vocational training institutions where they may develop necessary skill in operating some simple office machines. Arrangement may also be made to provide in-house training facilities so that they may acquire multi-functional skills suited to the requirements of their office or organisation. They may be allowed to compete for departmental examinations if they otherwise become eligible for higher posts, and the question of relaxing the age limit may also be examined where necessary.

29.13. There is a general feeling in the country that there is lack of integrity in some spheres of public service. Concern has been expressed in this respect both in Parliament and the press. The service rules including Government Servant's Conduct Rules, may therefore be examined with care and tightened up. A sense of self-respect, integrity and patriotism should be generated and developed in a government employees, and one way of doing so is to recognise integrity as an important factor for career progression and to give it very high weightage while selecting officers for promotion. Lack of integrity should be considered a serious defect and treated as such. So also, if there are instances of indiscipline, the defaulting employee may be passed over for promotion or even for grant of increments in his pay scale.

29.14. We have tried to improve the pay structure to enable a government employee to lead a clean, honest and respectable life at a standard compatible with what his likes attain or accept as reasonable at his level of living. It may be that the pay scales recommended by us may not enable a government employee to lead an ostentatious life, but we have attempted to give him what we consider reasonable and to protect his real income within certain practical norms which should go a long way in giving him satisfaction. It has to be appreciated by every government employee that he has undertaken to discharge a duty in the service of his country to the best of his capacity and with a high sense of integrity and discipline. He has in fact undertaken to serve his fellowmen, and it should be his effort to do so with a sense of respect and consideration for them.

29.15. If we may venture to say so, the work of a pay commission is laborious and takes time. Moreover pay commissions come at intervals of 10 years or so. A great many changes take place in the meantime both in regard to the system of pay determination and the promotion policies, etc. Such changes take place quite fast in the case of compensatory allowance and other similar payments. An allowance which is considered sufficient today may not be reasonable if changes take place quickly. It is therefore necessary that there should be a permanent machinery to undertake periodical review of the pay, allowances and conditions of service of the central government employees. That will also enable government to oversee the implementation of its pay policy in an effective, systematic and coordinated manner. In their joint proposals, the Service Headquarters have suggested that a permanent review body should be set up to monitor the implementation of pay proposals and to review and update entitlements for pay, allowances and pension within the framework laid down by the pay commission and the government. In United Kingdom, pay review bodies undertake review of pay of both civilian and defence officers. We suggest that government may set up such a body which should be responsible for maintaining and updating the basic data on pay and allowances of government employees and to review the pay scales and rates of allowances and other related matters.

CHAPTER 30

FIXATION OF PAY IN PROPOSED SCALES

30.1. Various suggestions have been received regarding the manner in which pay of the existing employees should be fixed in the proposed scales of pay. Some of the suggestions are that the total emoluments should be increased by an amount ranging from 5 per cent to 100 per cent of basic pay before fixing the pay in the revised scales; every employee should be granted one increment for 2 to 3 years of completed service and then his pay should be fixed in the new pay scale; service rendered by an employee in the grade should be given due consideration while fixing pay in the new scale of pay, and pay be fixed on point to point basis. The Staff Side in the National Council (JCM) have suggested that an amount of Rs.265 may be added to the existing total pay including dearness pay, additional dearness allowance and interim relief, and thereafter pay may be fixed in the new scale at that stage or the next above stage, as the case may be.

30.2. We have given careful consideration to all these suggestions. Taking all factors into account, we recommend that pay of employees may be fixed in the proposed scales of pay in the following manner, -

- (i) For all employees, an amount representing 20 per cent of basic pay in the existing scale subject to a minimum of Rs.50/- may be added to the "existing emoluments". Pay may thereafter be fixed in the proposed scale at the stage next above the emoluments thus computed. If the minimum of the proposed scale is more than the amount so arrived at, the pay may be fixed at the minimum of the proposed scale. For this purpose the term "existing emoluments" will include the following, -
 - (a) basic pay in existing scale;
 - (b) dearness pay, additional dearness allowance and ad hoc dearness allowance appropriate to the basic pay admissible at index average 608 (1960=100); and
 - (c) amounts of first and second instalments of interim relief admissible on the basic pay referred to in (a) above.
- (ii) In the case of employees who are in receipt of special pay in addition to pay in existing scale and where the existing scale with special pay has been replaced by a scale of pay without any special pay, pay may be fixed in the proposed scale in accordance with the provisions of paragraph 30.2 (i) above except that in such cases the term "existing emoluments" will comprise the following, -
 - (a) basic pay in existing scale;
 - (b) existing amount of special pay;
 - (c) dearness pay, additional dearness allowance and ad hoc dearness allowance appropriate to the basic pay and special pay admissible at index average 608 under the relevant orders; and
 - (d) amounts of first and second instalments of interim relief admissible on the basic pay and special pay under the relevant orders.
- (iii) In the case of employees who are in receipt of special pay in addition to pay in existing scales and in whose case special pay continues with the proposed scale of pay either at the same rate or at a different rate, the pay in the proposed scale may be fixed in accordance with the provisions of paragraphs 30.2 (i) above after excluding the existing special pay and the amounts admissible thereon such as dearness pay, additional dearness allowance and ad hoc dearness allowance. In such cases special pay at the new rate may be drawn in addition to pay in the proposed scale.

- (iv) In the case of medical officers who are in receipt of non-practising allowance, pay may be fixed in the proposed scale in accordance with the provisions of paragraph 30.2 (i) above except that in such cases the term "existing emoluments" will not include non-practising allowance at existing rates and will comprise only the following, -

- (a) basic pay in existing scale;
- (b) dearness pay, additional dearness allowance and ad hoc dearness allowance appropriate to the basic pay and non-practising allowance admissible at index average 608 under the relevant orders; and
- (c) amounts of first and second instalments of interim relief admissible on the basic pay and NPA under the relevant orders.

In such cases, NPA at the new rates may be drawn in addition to pay in the proposed scale.

- (v) If the pay of government employees gets bunched on fixation in the proposed scales, the pay in such cases may be stepped up in the manner provided under the Central Civil Services (Revised Pay) Rules, 1973.

30.3. Except for cases covered in paragraph 30.2 (v), the next increment in all cases may be given on the anniversary of the last increment. In cases of the types referred to in 30.2 (v) above the next increment may be allowed after completion of one year from the date of fixation of the pay in the proposed scale.

30.4. We have mentioned the principles for fixation of pay in the proposed scales. If there are any special or hard cases, they may be dealt with on merits by the government.

30.5. A few illustrations of pay fixation in the proposed scales are given below, -

Illustration No.1

1. Existing scale of pay	-	Rs.260-6-290-EB-6-326-8-366-EB-8-390-10-400
2. Proposed scale of pay	-	Rs.950-20-1150-EB-25-1500
3. Existing basic pay	-	Rs.342.00
4. DP/ADA at index average 608	-	Rs.662.50
5. Two instalments of interim relief	-	<u>Rs.110.00</u>
6. Existing emoluments	-	Rs.1114.50
7. Add.20% of basic pay	-	<u>Rs.68.40</u>
Total	-	Rs.1182.90

Pay to be fixed in proposed scale - Rs.1200/-.

Illustration No.2

1. Existing scale of pay	-	Rs.1500-60-1800-100-2000
2. Proposed scale of pay	-	Rs.3700-125-4700-150-5000
3. Existing basic pay	-	Rs.1800/-
4. DP/ADA/Ad hoc DA at index average 608	-	Rs.1674.00
5. Two instalments of interim relief	-	<u>Rs.260.00</u>
6. Existing emoluments	-	Rs.3734.00
7. Add. 20% of basic pay	-	<u>Rs.360.00</u>
Total	-	Rs.4094.00

Pay to be fixed in proposed scale - Rs.4200/-.

Illustration No.3

1. Existing scale of pay	-	Rs.550-20-650-25-750 plus special pay Rs.60/-.
2. Proposed scale of pay	-	Rs.2000-60-2300-EB-75-3200 (without any special pay)
3. Existing basic pay plus special pay	-	Rs.700 + Rs.60
4. DP/ADA at index average 608 on basic pay and special pay.	-	Rs.1143.80
5. Two instalments of interim relief	-	Rs.140.00
6. Existing emoluments	-	Rs.2043.80
7. Add.20% of basic pay	-	<u>Rs.140.00</u>
Total	-	Rs.2183.80

Pay to be fixed in proposed scale - Rs.2240/- (without any special pay)

Illustration No.4

1. Existing scale of pay	-	Rs.210-4-250-EB-5-270 with special pay of Rs.10/-
2. Proposed scale of pay	-	Rs.800-12-920-EB-15-1070-20-1150 with special pay of Rs.20/-.
3. Existing basic pay	-	Rs.230/-
4. DP/ADA at index average 608	-	Rs.463.50
5. To instalments of interim relief	-	<u>Rs.100.00</u>
6. Existing emoluments	-	Rs.793.50
7. Add 20% of basic pay subject to a minimum of Rs.50/-.	-	<u>Rs.50.00</u>
Total	-	Rs.843.50

Pay to be fixed in proposed scale of pay - Rs.848/- plus special pay of Rs.20/-.

Illustration No.5

1. Existing scale of pay	-	Rs.1100-50-1600
2. Proposed scale of pay	-	Rs.3000-100-3500-125-4500
3. Existing basic pay	-	Rs.1450/-
4. DP/ADA/Ad hoc DA at index average 608 on basic pay plus NPA	-	Rs.1720.50
5. Existing amount of NPA	-	Rs.400.00
6. Two instalments of interim relief (Rs.80 + Rs.185)	-	265.00
7. Existing emoluments(excluding NPA of Rs.400)	-	Rs.3435.50
8. Add.20% of basic pay	-	<u>Rs.290.00</u>
Total	-	Rs.3725.50

Pay to be fixed in proposed scale of pay - Rs.3750/-

Revised amount of NPA - Rs. 400/-

CHAPTER 31

DATE OF EFFECT OF RECOMMENDATIONS

31.1. We have received various suggestions in regard to the date from which our recommendations should take effect. The dates suggested range from the date of announcement of the decision to set up the Pay Commission by the Finance Minister in Parliament in February 1983 to the date of submission of our report. In their joint memorandum, the Staff Side in the National Council (JCM) suggested that the revised scales of pay may be given effect from June 1, 1983. During their discussions subsequently, the pay scales suggested by them were related to index average 600 (1960=100).

31.2. The pay structure recommended by us is based on the index average 608 (1960=100) which was reached with the 12-monthly average of the index for the period ended December 31, 1985. Our terms of reference do not require us to indicate the date from which our recommendations should take effect. We however think that it would be administratively convenient to give the benefit of the scales of pay recommended by us from the beginning of the current financial year. In regard to our recommendations on other matters, government will have to take specific decisions to give effect to them from a suitable date, keeping in view all relevant aspects, including the administrative and accounting work.

CHAPTER 32

FINANCIAL IMPLICATIONS OF RECOMMENDATIONS

32.1. The cost of interim relief recommended by us in our report on interim relief dated March 29, 1985, was estimated to be about Rs. 327 crore per annum for all central government employees including armed forces personnel and employees of Union territories. Our recommendations in respect of matters dealt with in this report will entail additional expenditure. It is not possible to estimate in detail the cost of all the recommendations made by us as the basic information required for doing so in respect of a number of items is not available under the present system of accounting. We have therefore tried to estimate the additional cost involved in our recommendations on major items on the basis of available information. In respect of other items, a broad indication of the cost has been attempted. The immediate additional expenditure on our recommendations is indicated below:

Estimated expenditure per annum (Rs. in crore)

A) Civilian employees including UT

i) Fixation of pay in proposed scales of pay	450
ii) House Rent Allowance	387
iii) Compensatory (City) Allowance	28
iv) Other allowances & facilities	<u>100</u>
Total :	965

B) Armed forces personnel :

i) Fixation of pay in proposed scales of pay	215
ii) Compensation in lieu of quarters	68
iii) Compensatory (City) Allowance	9
iv) Other allowances and facilities	<u>25</u>
Total :	317

Grand Total of A and B 1282.

32.2. We have not dealt with the pension structure for pensioners -both past and future - and the death-cum-retirement benefits. That will be covered in Part II of our report and the estimated additional cost thereof will be indicated there.

32.3. The financial burden on account of the recommendations made by us is likely to be reduced to some extent as there will be increased contribution to provident funds, central government employees' group insurance scheme, and increase in the recovery of house rent and taxes, etc.

CHAPTER 33

SUMMARY OF MAIN RECOMMENDATIONS AND CONCLUSIONS*

1. There are differences in the packet of total benefits and emoluments of central government employee vis-a-vis a public sector employee. It is therefore difficult to compare the emoluments of central government employees and those working in the public sector undertakings. It raises several conceptual issues. (5.14)
2. The public sector undertakings have been created by government for specified purposes, and have adopted their own pay structure. The nature of work there and the conditions of service are different. The pay structure and the conditions of service of the central government employees have to be determined on their own merits. The structure of emoluments in public sector undertakings is relevant and has been kept in view. (5.16)
3. The structure of pay and emoluments of State governments has evolved over a period of time and efforts have been made to rationalise it. This has been kept in view while formulating the recommendations. (6.13)
4. Even though there is no mention about principles of pay determination in the terms of reference, it is necessary to set out certain principles. The chapter entitled "Pay Determination" mentions the governing factors. (7.3)
5. The principle of model employer is difficult to adopt as a concept for determining pay of central government employees. There is however no reason why the State should not play the role of a good employer in the field of pay determination. (7.26)
6. It is necessary to revise the pay scales periodically. The aim of such revision is not only to take note of changes that may have taken place in the relevant facts and circumstances bearing on pay scales, but also to fill any errors or omissions that may have occurred in the earlier pay determination. (7.32)
7. It cannot be gainsaid that the requirement that pay should be equal to the value of the work, is a truism which should hold the field. (7.35)
8. As observed by the Megaw Committee, civil service is a "very different" kind of organisation and the pay determination system for that service must differ in important respects from those prevailing in the private sector. Comparisons are hard to make, because of the difficulty of comparators. (7.39)
9. Another consideration in determining pay is the level of productivity of the post or service. There is considerable difference in the nature of employment in the private sector, the public sector and the government. So, a method of pay determination which is suitable for one type of employment may not suit the other. The concept of productivity linked wages may not suit an employment under the State which is governmental in the sense of being unrelated to a large extent to industrial or commercial output. (7.40)
10. Pay structure of employees has to be correlated to the nature and culture of the employment, the degree of satisfaction it generates - both to the employees and to the others - the totality of what it takes and what it gives to the employee, the resources of the employer, public assistance and satisfaction that the service renders etc. All in all, the factors which go in the determination of pay have to be reasonable if the result is to be satisfactory to all concerned. (7.41)
11. The pay of a post should be such as to attract persons of the required qualifications and calibre to fill it. But the element of pay would not, by itself, be decisive of what government has to offer at the counter. Fringe benefits along with other conditions of service like security of tenure, welfare measures adopted by the government for the employees etc. all together make up the pay packet.

**Figures referred in parenthesis relate to chapters and paragraphs in the report.*

Even the social status which the employment carries in society may weight with a candidate in making his choice. (7.43)

12. The pay should be sufficient and satisfactory enough to motivate the employee for the efficient performance of his duties and responsibilities with a sense of rectitude. (7.44)
13. The salary should be satisfactory enough to retain the employee in his job and encourage him to seek his promotional career in his service. (7.45)
14. The salary structure should be coherent and should adequately reflect the substantial difference in the nature and responsibilities of the various posts. It should provide satisfactory incentives to performance and promotion. (7.46)
15. A satisfactory structure of emoluments should also enable the employee to lead a simple life at a level or standard considered satisfactory by him and his likes and the society where he belongs. (7.47)
16. The pay scale should not give rise to a sense of frustration in the employee. Efforts should be made to provide as far as possible comparable emoluments for comparable work. (7.48)
17. It is necessary that the comparators should be chosen carefully and the benefits should be quantified and an overall and just judgemental view taken. (7.49)
18. The sum total of all the direct and indirect benefits and not pay alone, should be added up to work out what an employee gets. (7.51)
19. The effort should be to generate in the employees a pervading feeling that he is serving an employer which has a genuine desire to look after him not only during the tenure of his employment but thereafter also. (7.52)
20. The employee should be assured that his emoluments will not erode by increase in the cost of living and government will make an effort to provide as much relief as possible when the degree of tolerance is exceeded. (7.53)
21. Earlier pay commissions had reduced the number of pay scales. It is desirable to pursue the effort of earlier pay commissions in reducing the number of scales of pay. (7.54 to 7.56)
22. Pay scales may not always be enough to fit in every kind or category of employment. A suitable system of 'special pay' or allowances can take care of such cases. But the benefit should be kept to the minimum. (7.59)
23. There should be a system of performance-related pay at all but the most senior levels of service. Increments in scales of pay may be admissible only to those who give fully satisfactory service. (7.60)
24. An employee who gives consistent excellent performance should be considered for a limited number of non-pensionable cash benefits or increments at double the rate. (7.60)
25. A suitable and defined criterion may be formulated for performance evaluation including such factors as improved output, efficiency, quality of work, reduction of paper work, saving in cost, timing of performance, achieving of targets, etc. (7.60)
26. Government can, and should, forge stronger links between the performance of a government employee and the pay he draws. (7.60)
27. There should be a pronounced, objective and well-defined policy of promotion. (7.61)
28. Proper consideration should be given to well established, rational and coherent internal relativities and to uphold them where necessary. However, where an effort is made to reduce the scales of pay, that may some times affect internal relativities. (7.62)
29. Where relief to an employee is not likely to be available under the existing rules or regulations, suitable remedial action has to be taken even if it relates to an individual. (7.63)
30. Proliferation of high level posts on considerations other than public interest is not acceptable. (7.64)
31. When more posts are necessary, action should be taken to increase the cadre strength. (7.65)
32. The capacity of the employer to pay its employees is a factor to reckon and should be given due importance and consideration. (7.67)
33. Fairness of payments to government employees has to satisfy a double test. It has to be fair from the point of employees as well as the people they serve. (7.69)

34. Relativities between major cadres or categories of posts based on functional differentiations have to be continued. (8.7)
35. Due to the broad-banding of scales, some cases require readjustment to maintain the existing relativities. (8.9)
36. The revised scales of pay recommended should apply to all posts other than those for which specific recommendations have been made. (8.9)
37. The revised scales of pay recommended have been elongated with efficiency bars, wherever necessary. (8.10)
38. There is a need for standardisation of designations of posts on the basis of duties and responsibilities. (8.11)
39. As a result of rationalisation of pay scales, 153 pay scales have been reduced to 36 ranging from a pay of Rs.750 to Rs.9000 p.m. The proposed scales adequately reflect distinct differences in responsibility at various levels. It should be possible to place any post created in future in one or the other scale. (8.72)
40. In the case of promotion from the post of under secretary to deputy secretary, the minimum increase may be raised from Rs.150/- to Rs.250/-. (9.25)
41. The special allowance given to parliament assistant may be increased from Rs.200/- to Rs.300/-. (9.28)
42. The procedure of recruitment to the posts of LDC other than by promotion in the secretariat and other offices may be streamlined to reduce the time lag between the examination and the issue of letter of appointment. (9.34)
43. DOP&AR may define more precisely, what should be considered as short-term vacancy so that no one may continue to be on ad hoc promotion for long period. (9.35)
44. It will be desirable to merge the grades A and B of the CSSS so as to bring about parity with CSS at this level. To provide further satisfactory promotional avenues for the members of CSSS, posts of private secretaries to Secretaries to Government of India and equivalent officers may be upgraded. (9.39)
45. It may be desirable to prescribe that the existing qualifications for direct recruitment to grade C of CSSS, which is matriculation/SSC with proficiency in stenography, may be raised to graduation with proficiency in stenography. (9.41)
46. The state governments should ensure that pay scales of feeder services are not higher than those of all-India services. (12.7)
47. To remove difficulty in pay fixation of promoted officers, the pay drawn in the feeder service may be protected as personal pay on promotion to all-India service without adjusting it against future increments until such time as the officer is promoted to the supertime scale. (12.7 & 12.13)
48. An IPS officer should be a member of the cadre review committee for IPS. (12.13)
49. a) Compensation may be paid for the price increase above the twelve monthly index average of 608 (1960=100), to which the pay scales are related.
b) Compensation may be sanctioned twice a year payable with the salary for March and September.
c) In the proposed pay scales, employees drawing basic pay upto Rs.3500/- may be allowed 100 per cent neutralisation, those between Rs.3501 and 6000 may be allowed 75 per cent and those above Rs.6000 may be allowed 65 per cent subject to marginal adjustments. (13.20)
50. The maximum limit for grant of house building advance was raised to Rs.1.25 lakh in April, 1984. This is inadequate and the amount of advance should be related to the prevailing cost of construction of the accommodation to which an employee is entitled. The scheme of advances should be reviewed periodically. (14.6)
51. Funds available for house building advances are inadequate. Considering the magnitude of the problem, the provision of funds should be commensurate with the requirement of employees who want to acquire or build houses of their own. Priority should be given in allocating sufficient funds in the budget for this purpose. (14.8)

52. The present ceilings on financial assistance available from different sources for house building may be reviewed by government in view of the revision of pay scales and thereafter as and when necessary to make them realistic. (14.10 & 14.11)
53. Government's decision to utilise the funds under the central government employees group insurance scheme to augment the amounts available for house building is a step in the right direction. Government should also provide facilities by way of allotment of land at concessional rates at different places and allocation of cement and steel through special quota at controlled rates to employees or their group housing societies. (14.14)
54. While providing financial assistance to government and quasi-government agencies engaged in house-building activities, it should be stipulated that a reasonable percentage of houses constructed by them shall be reserved for allotment to central government employees on ownership basis (14.16)
55. Government should introduce a scheme whereby employees are encouraged to make some savings for acquiring a house. Broad outline of the scheme is given in annexe No.14.1. Accumulations in the fund under the proposed scheme should carry a rate of interest one per cent more than the interest on accumulations in GPF and government should contribute another one per cent on the total amount at the time of final withdrawal. (14.17)
56. The Third Pay Commission's recommendation for taking houses on long lease for allotment to government employees is reiterated. (14.25)
57. Existing system of payment of HRA with reference to classification of cities based on population may continue and cities may be grouped into the existing three classes viz. A, B1 and B2, C and unclassified cities. There is a genuine need for granting HRA in unclassified cities/towns where it is not admissible at present. (14.26)
58. Payment of HRA to government employees should be related to the type of government accommodation to which they are entitled on the basis of pay ranges. The amount of HRA will not change until there is a change in the employees' entitlement of accommodation. This will simplify the procedure for granting HRA and also be more rational. (14.27)
59. For granting HRA the employees may be placed in six revised pay ranges based on current entitlement to government accommodation. There should be three different rates of HRA based on classification of cities. (14.28)
60. HRA at the rates recommended should be paid to all employees, other than those provided government owned/hired accommodation, without requiring them to produce rent receipts. Employees residing in their own houses should also be entitled to HRA. (14.28)
61. Steps should be taken to increase the level of satisfaction for government accommodation to as high a percentage as possible through phased programme of construction on high priority. (14.31)
62. Provision of hostel accommodation should be made on a much larger scale in various cities/towns. Such facilities should be extended to all places where there is concentration of central government employees. (14.32)
63. In addition to the scheme for payment of hostel subsidy, the assistance under schemes of reimbursement of tuition fee, children's educational allowance and subsidy for purchase of books may also be given to all employees without any pay limit. (15.4)
64. Reimbursement of tuition fee as defined under the existing rules may be made at flat rates of Rs.20 per month per child for Class X and below and Rs.25 per month per child for class XI and XII. Such reimbursement may also be made in cases where children are studying under the recognised open school system. In the case of physically handicapped or mentally retarded children of government employees, the ceiling of Rs.20 per month where applicable may be raised to Rs.50 per month. (15.6)
65. In case of transfer from one station to another, if the employees have to keep their children at the old station for board examination in the interest of continuity of their studies, they may be paid children's educational allowance without insisting on any other condition. (15.8)
66. For administrative convenience and simplicity in accounting, children's educational allowance may be paid at a uniform rate of Rs.50 per month per child for primary, secondary and higher secondary classes. (15.9)

67. The hostel subsidy may be paid from the effective date of transfer even if the children of the employee are already admitted to the hostel of a residential school. The existing rate of Rs.60 per month per child may be raised to Rs.150 per month per child. (15.10)
68. The subsidy for purchase of books may be raised to Rs.120 per child for secondary/higher secondary classes and to Rs.50 per child for other classes. (15.11)
69. In consonance with the national objective of a small family, the benefit of all the schemes of educational assistance, whether separately or in conjunction, may be admissible for two children only. (15.12)
70. Government should open more Kendriya Vidyalayas to meet the educational needs of transferable central government employees and the vidyalayas should continue to give preference to the children of such employees and members of all India services and should admit other students only when the seats are surplus. Where a government employee is transferred in the middle of an academic session, all possible efforts should be made by the Kendriya Vidyalayas to accommodate his children. The number of Kendriya Vidyalayas with hostel facilities should be increased and whenever necessary hostels for girls may be opened by the Kendriya Vidyalaya Sangathan. (15.13)
71. The CGHS should be streamlined, improved and expanded by providing additional funds. (16.6)
72. The government may examine the feasibility and modalities of an insurance scheme for government employees in lieu of the medical reimbursement scheme. (16.8)
73. A fixed medical allowance of Rs.25 p.m. may be granted for outdoor treatment to all employees covered by medical reimbursement scheme. (16.9)
74. The income limit for dependency may now be fixed at Rs.500/- p.m. (16.10)
75. There is need for rationalisation and simplification of the existing system of payment of CCA. Revised rates of CCA are given in para 17.4. (17.4)
76. A composite allowance inclusive of the present hill compensatory allowance and winter allowance should be allowed throughout the year at all places where those are admissible at present. The rates of composite allowance are given in para 17.8. (17.8)
77. There is need for rationalising the rates of special compensatory allowances to bring about some uniformity in them for places with broadly similar local difficulties, conditions etc. These allowances should be paid at flat rates as proposed. (17.11)
78. ISM physicians in UT may also be given NPA. Payment of NPA may be extended to all other medical officers for whom a degree in medical science is prescribed as essential qualification. Revised rates of NPA are given in para 17.29. (17.27 to 17.29)
79. It will be desirable to make the groupings of pay range simple and uniform for purposes of TA and DA. (18.2)
80. Revised rates of daily allowance have been suggested. (18.3 & 18.4)
81. DA at full rates may be paid upto 180 days where the employee has to be outside headquarters for a continuous halt either on tour/temporary transfer or on training. (18.5)
82. Rates of conveyance allowance may be revised. (18.6)
83. Rate of cycle allowance may be raised to Rs.20/- p.m. subject to existing conditions. (18.7)
84. Rates of mileage allowance may be revised by government with due regard to the rates prescribed for Delhi by the competent authority. (18.8)
85. Entitlements for journey by rail on tour and transfer may be revised. (1.9)
86. Additional Secretary to the Government of India and officers of equivalent rank may be allowed to travel by air in the executive class within the country. (18.10)
87. For carriage of personal effects by road between places connected by rail, the government employee may be reimbursed the actual expenditure on transshipment by road or 125% of the amount admissible on transportation by railway, whichever is less. (18.12)

88. The existing rates of reimbursement for transportation of goods between places not connected by rail may be doubled. (18.13)
89. An employee may be allowed an additional fare by the entitled class for both onward and return journey, in addition to the normal transfer TA entitlement, if he has to leave the family behind due to non-availability of government residential accommodation at the new place of posting.. (18.14)
90. Revised lumpsum transfer grant and packing allowance will be as proposed. (18.15)
91. The existing scheme of travel assistance for children of central government employees during approved vacations may continue except that the present restriction of 150 Km may be dispensed with. (18.16)
92. The rationalised and revised TA/DA rates may be reviewed and revised by the government as and when necessary. (18.17)
93. The rules of LTC to home town and anywhere in India as modified by the government are suitable and do not require any change. (18.23)
94. The existing age of superannuation of 58 years may continue. (19.6)
95. A comprehensive review of factors like the lowering of the age of retirement, reduction in the upper age limit for recruitment, remustering in different trades after proper training, deployment pattern between difficult and other areas etc. should be made in respect of personnel of the central police organisation and other similar forces like BSF, ITBP, CRPF, Coast Guard, etc. (19.10)
96. The existing rules for voluntary retirement are adequate and do not call for any change. (19.15)
97. The provident fund scheme may continue to be compulsory for all employees at the existing rate of contribution. It is necessary to tighten the rules for advances and withdrawals from the provident fund account so as to reduce administrative and accounting work. (20.4)
98. Pass books should be issued to all employees showing the up-to-date position of their provident fund account. (20.5)
99. Funds available under the central government employees' insurance scheme should be so managed as to earn higher return on investments, comparing favourably with that of the army scheme and the resultant benefits passed on to the employees. (21.5)
100. The rates of subscription and the insurance cover under the central government employees' group insurance scheme may be increased by 50 per cent. (21.6)
101. Government should look into the shortcomings and deficiencies of Productivity Linked Bonus schemes. (22.6)
102. As regards ex gratia payment, while there is nothing to prevent government from making such a payment if it so desires, it is in the nature of a concession arising out of goodwill and cannot be claimed as of right. (22.7)
103. To provide relief to those who reach the maximum of their scale of pay, one stagnation increment on completion of every two years at the maximum of the respective scales may be given. A maximum of three such increments may be allowed. The scheme of stagnation increment should be applicable to all cadres in groups B, C and D and also for posts in group A upto the senior time scale level. (23.10)
104. In respect of group A central services, the present condition regarding stagnation at the maximum of the junior administrative grade for two years for promotion to the selection grade, may be removed. (23.12)
105. Government may after a proper review of the system of 'flexible complementing' and 'merit promotion' consider extension to other scientific organisations where it is not applicable at present. It is necessary to ensure that the system is based entirely on an objective assessment of merit and that it is not used merely to provide for career progression on a time-bound basis. (23.13)
106. FR 22-C should apply to all cases of promotion from one post to another subject to the condition that the amount to be added to pay should not be less than Rs. 25. (23.15)
107. There is need for granting special pay for compensating certain genuine cases, but it necessary to limit the number of posts for grant of special pay. (24.3)

108. Government may suitably determine the rates of deputation allowance with reference to the revised scales of pay. Deputation allowance may be given at fixed rates and not as a percentage of pay. (24.5)
109. Grant of extra-ordinary leave should be considered sympathetically for women employees who desire re-entry in government jobs after a prolonged absence due to family reasons. For entering into government service relaxation of age limit by ten years i.e. upto the age of 35 years may be given for widows, divorcees and legally separated women. (25.4)
110. Government should construct single working women's hostel in all major centres of employment. Priority may be given to women in allotment of residential accommodation. (25.5)
111. Special transport facilities including chartered buses on payment wherever possible may be provided to women employees. (25.6)
112. Child care services including creches may be provided in the neighbourhood of place of accommodation of women employees or if this is not possible in or near the office. (25.7 & 25.8)
113. The existing limit of 180 days on accumulation of earned leave as also its encashment at the time of retirement may be raised to 240 days. (26.2(i))
114. In consonance with the national objective of a small family, maternity leave may not be allowed to women employees having two children. (26.2(ii))
115. Women employees may be allowed to avail of any kind of leave to which they are entitled upto a maximum period of one year in continuation of maternity leave. The facility should however be allowed for two children. (26.2(iii))
116. Study leave rules may be modified to make the position clear regarding the eligibility of employees who have put in more than 17 years of service in government and study leave subject to the existing limits may be permitted in two spells where necessary. (26.2(iv))
117. Government may suitably revise the leave rules to remove the disadvantages faced by employees who have already accumulated leave to the full extent. (26.2(v))
118. The working hours of office staff may be reviewed by government and increased suitably keeping in view the need to maintain and improve the level of productivity. (26.6)
119. The number of holidays for operative and industrial staff may be the same as for others. (26.7)
120. The present system of payment of overtime in government offices is not satisfactory and is not conducive to efficiency in administration. It may be discontinued. (26.11)
121. All employees may be allowed a non-interest bearing advance equal to half a month's basic pay once a year without linking it to any specified purpose. This may replace the advance for festival, purchase of table fan, warm clothing and for meeting expenses on legal proceedings presently admissible under general financial rules. (26.17)
122. Government may consider favourably the suggestion regarding reservation of certain percentage of seats in professional colleges and other institutions of higher learning for the children of government employees having all-India transfer liability and provide reservation of seats wherever possible. (26.24)
123. Government may consider the advisability of transferring a central government employee with all India transfer liability to his home state during the last 3 years of his service. (26.28)
124. The subsidy on the cost of establishment may be raised to 100 per cent from the existing 70 per cent of departmental canteens. (26.33)
125. The position regarding temporary employees should be regularly reviewed so that no more than 10 per cent of them remain temporary for more than ten years. (26.43)
126. Rules regarding use of uniform may be strictly enforced and if necessary further supply may be discontinued if an employee is found to be attending to his duties without wearing the uniform regularly. (26.46)

127. We recommend that all industrial employees should have the same leave entitlement and encashment as admissible to industrial employees of railway. All other kind of leave available to industrial employees at present but not available to non-industrial employees may be discontinued. (26.61)
128. Government may consider whether the present scheme of JCM and compulsory arbitration should be modified as to require that reasons for the recommendation of the Board of Arbitration should be given as far as possible. (20.68)
129. As far as possible, comparable posts in UT should have similar pay scales. (27.4)
130. For the present, direct recruitment to the UT civil/police services may be regulated with due regard to the number of vacancies which cannot be filled by promotion. This arrangement may be periodically reviewed and the cadre structure suitably readjusted. (27.10)
131. The Government may examine and take a decision on the proposal to create a Mizoram Civil Service (Junior) on the pattern of Arunachal Pradesh Civil Service (Junior). (27.13)
132. An initial uniform grant of Rs. 1200, a renewal grant of Rs. 1000 every seven years and a kit maintenance allowance of Rs. 40 per month for all UT police services may be given. (27.16)
133. The post of Law Secretary in UT may be filled, as far as possible, by taking an officer on deputation from the judicial service and he may be given a suitable special pay. (27.19)
134. Some posts in UT are in higher scales of pay than comparable posts in other UT. The concerned administration should prescribe the appropriate scales of pay when filling the posts in future. (27.21)
135. To provide pay progression to all commissioned officers in Army, Navy and Air Force, an integrated pay scale (Rs.2300-5000) has been recommended for all officers upto the rank of Brigadier and equivalent in place of existing separate scales of pay. (28.12)
136. In addition to pay in the integrated scale, service officers upto the rank of Brigadier and equivalent may be given a rank of pay ranging from Rs.200/- to Rs.1200/-. (28.13)
137. Separate pay scales have been recommended for officers of the rank of Major General and above and equivalent. (28.16)
138. Army Commanders and equivalent and Vice-Chiefs in the three services may be given pay of Rs.8000/-(fixed). (28.17)
139. Officers of the AMC, ADC and RVC may be given higher start in the integrated scale of pay. (28.19)
140. For officers of MNS a separate pay structure has been suggested. (28.20)
141. The officers passing the specified courses for Infantry, Artillery and Armoured Corps may be given qualification grant. (28.23)
142. The starting pay of an infantry soldier may be Rs. 900/- per month. (28.35)
143. The rates of classification pay admissible to servicemen in Army may be doubled. (28.41)
144. The rates of appointment pay admissible to servicemen in Army may be doubled. (28.42)
145. The service officers posted to field areas may be paid an amount at prescribed rates if their families are not occupying government owned/hired accommodation. (28.61)
146. The rates of compensation in lieu of quarter (CILQ) for personnel below officer rank have been rationalised and composite rates including compensation for furniture, water and electricity/kerosene have been suggested. (28.71)
147. The rates of outfit allowance admissible to service officers may be increased. (28.72)
148. The facility of free rations in peace areas may be extended to officers of the rank of Maj. General and above and equivalent. (28.85)
149. The existing separation allowance (peace) of Rs.200/- per month admissible to officers of the rank of Maj. General and above and equivalent may be discontinued. (28.28)

150. The rates of specialist pay for the AMC/ADC/RVC may be improved. (28.92)
151. The rates of N.P.A. for officers of the A.M.C., A.D.C. and R.V.C. may be revised. (28.93)
152. The rates of good service/good conduct pay/good conduct badge pay for personnel below officer rank in three services may be improved. (28.95)
153. The rates of flying pay may be revised. (28.100)
154. The rates of submarine pay for officers and sailors may be improved. (28.101)
155. The training of government employee is a matter of great importance and should be arranged whenever necessary, in accordance with the requirements of each department or office. A system of training manuals may be introduced where it may not be possible to depute the employees for training. (29.3)
156. Government should undertake rationalisation of designations of such posts in a coordinated and well-considered manner so that inter-departmental differences, which are sometimes called anomalies, may be kept to the minimum if not eliminated. (29.4)
157. Government may consider constituting a cadre of personnel officers and advisers in major departments. (29.5)
158. Government may consider expanding the facilities of departmental libraries so that many more officers may be able to utilise them. (29.7)
159. Some incentive should be given to employees who acquire qualifications which are useful for their work and efficiency. (29.8)
160. Encouragement and recognition may be provided to professors/consultants who have done outstanding work in high level institutions of teaching and research. (29.9)
161. Government may consider amending the service rules suitably to facilitate mobility of scientific and technical personnel between government and autonomous institutions and universities, etc. in those services and for those posts where it is likely to be useful. (29.10)
162. It is desirable that group A officers should undergo a minimum of two extensive training courses to be suitably spaced in their career. It is fair and reasonable that some of these officers are exposed to generalist posts suitably equipping them by such training as may be necessary so that after successful completion of their training, they may be considered for appointment to the higher posts. For that purpose, a procedure may be devised for ampanelling the best officers without regard to the service to which they belong. This will ensure proper utilisation of the best personnel for higher posts under the government. (29.11)
163. Arrangements may be made to provide in-house training facilities for group D employees so that they may acquire multi-functional skills suitable to the requirements of their office or organisation. They may be allowed to compete for departmental examinations if they otherwise become eligible for higher posts, and the question of relaxing the age limit may also be examined where necessary. (29.12)
164. Lack of integrity should be considered a serious defect and treated as such. A sense of self-respect, integrity and patriotism should be generated and developed in a Government employee and one way of doing so is to recognise integrity as an important factor for career progression and to give it a very high weightage while selecting officers for promotion. (29.13)
165. It is suggested that government may set-up a permanent body which should be responsible for maintaining and updating the basic data on pay and allowances of government employees and to review the pay scales and rates of allowances and other related matter. (29.15)
166. The principles of fixation of pay of employees in the proposed scales of pay have been suggested. (30.2)
167. It would be administratively convenient to give the benefit of the proposed scales of pay from the beginning of the current financial year. (31.2)
168. The immediate additional expenditure on the recommendations is estimated to be about Rs. 1280 crore per annum. This burden is likely to be reduced to some extent as there will be increased contribution to provident funds, central government employees group insurance scheme, and increase in the recovery of house rent and taxes, etc. (32.1 & 32.3)

CONCLUDING OBSERVATIONS AND ACKNOWLEDGEMENTS

In our country, public service functions in a social setting where traditions, physical factors, geography, etc. play an important role. We should not be very much concerned with management of pay systems and public service abroad as conditions are not only different but often incomparable. We have felt that our problems are peculiar to our socio-economic system and solutions have to be found by us within our own confines.

Those who work in public office must realise that government office is a public trust where good performance and honesty will be rewarded and inefficiency, dishonesty and indiscipline will not be tolerated.

What is important is the need for a positive approach to public service with a feeling that working in government is a profession of the highest order. In fact, there should be an unwritten but well-recognised code of conduct to be affirmed and observed by every employee that,-

- primary duty of a public servant is to serve the public,
- pay is to be earned on full day's work,
- endeavour should be to get work done in most economic way,
- no special favour or privilege is dispensed to anyone,
- public office is treated as public trust,

We have been able to complete this part of our report with the help and assistance of all concerned. We are grateful to the former Governor of Rajasthan Air Chief Marshal O.P. Mehra (Retd) for giving us the benefit of his views. We are obliged to the Chief Ministers and Ministers of state governments who were kind enough to respond to our invitation for discussion with us on various issues. We are grateful to the former Cabinet Secretary, Shri C.R. Krishnaswamy Rao Sahib, the present Cabinet Secretary, Comptroller and Auditor-General, Secretaries of Ministries and Departments, heads of various organisations and other officers for their suggestions. The three Service Chiefs and other officers of the armed forces favoured us with their views on different issues and we are grateful to them. We would like to express our thanks to the officers of ministries, departments, state governments, union territories and public sector undertakings who gave us all the necessary assistance in the completion of our work. We are also thankful to representatives of the unions and associations of central government employees and others who gave us their views both in writing and during discussions on various matters. We thank the Director, National Informatics Centre, for processing our basic staff statistics. Our advisers and consultants, S/Shri C.M. Malik and Shiva Nath and Lt. Gen. Dr. M.L. Chibber (Retd) gave useful suggestions and advice and we are thankful to them. We also thank Shri S.P. Gujnani and Prof. B.B. Bhattacharya for some special studies.

We gratefully acknowledge the work done by officers and members of the staff at all levels in the secretariat of the Commission. The members of our staff were not only dedicated workers but had expertise in their field of work. We are unable to acknowledge the work done by each of them individually but note with gratitude their contribution to the work of the Commission. In particular, we will like to place on record our sincere appreciation of the work done by Shri H.M. Singh, Additional Secretary, Shri R.K. Mathur, Joint Secretary, Shri Virendra Prakash, Joint Secretary (who was with

us for a short period), Smt. Indira Misra, S/Shri S.C. Dutta, T.R. Shahani, N.Parthasarathy, Ajoy Prasad, Dr. S.S. Srivastava, Directors and Smt. Rekha Gupta, S/Shri S.S. Parhar and M.R. Vaidya, Deputy Secretaries. All the officers shouldered great responsibility and did not spare themselves in assisting the Commission in all possible ways. We also wish to place on record our appreciation of the work done and assistance given by S/Shri V.P. Jain, Secretary to Chairman, B.K. Das and Iqbal Nath who functioned as Private Secretaries to Members and Member-Secretary during the entire period.

We have dealt with problems were varied and complex, on some of which divergent views could be expressed. But in our endeavour to find appropriate solutions, we have been able to present a unanimous report on all matters. We trust our effort will serve the cause of public service as well as the public employees. It is in this spirit that we authenticate this report of the Fourth Central Pay Commission.

Sd/-
(P.N. Shinghal)
Chairman

Sd/-
(Shri A.K.Majumdar)
Member Secretary

Sd/
(Prof. M.V.Mathur)
Member

New Delhi.
June 30,1986

We would like to place on record our deep appreciation and sincere thanks to Shri A.K. Majumdar, Member-Secretary of our Commission. His long and varied experience and intimate knowledge of the functioning of governmental organisations was of great help to us in formulating our views on various matters. He brought to bear a broad outlook and a balanced approach all through our work and made valuable contribution at every stage of our deliberations. It was his untiring effort which enabled us to finalise our work in time.

Sd/-
(P.N. Shinghal)
Chairman

Sd/-
(Prof. M.V. Mathur)
Member

New Delhi
June 30, 1986.